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ABSTRACT

In an effort to provide positive program and procedural alternatives for personnel working in educational and training programs for low-income women, the book presents the current situation of minority female low-income heads of household, especially the Chicana, and offers solutions and recommendations regarding the education and training of such women. Focusing on the socialization and education of women, Section I consists of an extensive review of racism and sexism, and their effects on women; a report on college and vocational programs that encourage or discourage the entry and completion of postsecondary courses by female low-income heads of household; and a description of the components of a potentially successful junior college recruitment, counseling, and retention program; Section II contains a discussion and analysis of two questionnaires which focused on economic, education, and training problems of female low-income heads of household. Concerning the preparation of low-income women for work, Section III contains a practical solution to their poverty problems. The Aid to Families with Dependent Children program is used to delineate the money wasted in current programs for low-income women and the resultant low level of benefits to the recipients. Accompanying video tapes are available from the National Chicana Foundation. (SB)

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EVERY WOMAN'S RIGHT---

THE RIGHT TO EDUCATION AND ECONOMIC INDEPENDENCE

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Pre-publication July, 1978
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EVERY WOMAN'S RIGHT---

THE RIGHT TO EDUCATION AND ECONOMIC INDEPENDENCE

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PREFACE TO FINALIZED EDITION

Every woman's right---the right to education and economic independence. For the female head of household who is low income this means being able to support herself and her family adequately without being dependent on anyone. Is this too great an expectation? It should not be. Society should allow every person to reach her/his fullest potential. Because of the racism and sexism in American society, the distribution of educational benefits has discriminated against the woman, and even more so the low income woman. The low income woman has been maintained at the lowest levels of a societal caste system. In order for her to gain the constitutionally mandated rights in all spheres of society, she must be given a chance to succeed in the educational process. If she is given the opportunity to obtain necessary training or a degree, she will succeed. This will allow her to develop a full and creative role in society which will benefit the woman, her family, and the community as a whole.

This book will present the existing situation of the female low income head of household. The emphasis is on the minority woman, specifically the Chicana. Solutions and recommendations regarding the education and training of the low income woman head of household will be offered.

The first section Part One, consists of three chapters. The first chapter, by Cecilia Cota-Robles Suarez, presents an extensive review of racism and sexism and its effects on the woman. In Chapter Two, Dr. Cota-Robles Suarez focuses on college and university programs (mostly in California) which serve the low income woman. Chapter Three by Daniel Meza designates the critical areas of a successful junior college program for the woman on welfare. The two chapters in Section Two presents the research implemented by the National Chicana Foundation. Chapter Four by Deluvina Hernandez presents an analysis of a questionaire dealing with the problems facing the low-income female head of household attempting to become economically self-sufficient. In Chapter Five, Dr. Cota-Robles Suarez discusses a national questionaire which surveyed personel from educational and training agencies regarding their attitudes, opinions, and recommendations regarding educational and training programs for the low income female head of household. The last section, Part Three by Lupe Anguiano presents a depiction of preparation of the low income female head of household. In Chapter Six, Ms. Anguiano offers her solution to the poverty problems of the low-income woman. Chapter Seven, delineates the incredible waste of money in current programs for the low income woman and the resulting low level of benefits to the program recipient.

This book and the accompanying set of video-tapes is an effort to provide personel working in educational and training programs serving the low income woman positive alternatives to existing programs and procedures. It is our hope that these offerings will assist educational and training programs to provide the female low income head of household EQUITY IN EDUCATION AND EMPLOYMENT PROGRAMS.

Cecilia Cota-Robles Suarez, Ed.D.
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PART ONE

SOCIALIZATION AND EDUCATION OF WOMEN

The first chapter in this part focuses on racism and sexism and is an extensive review of the literature by Cecilia Cota-Robles Suarez. It intends to provide a sensitivity to the subtle and not so subtle ways in which society has instituted practices and traditions that have conditioned certain nonwhite minority groups, and women (particularly minority group women) purposely to fit into the lower strata of our social order.

In the second chapter of this section, Cota-Robles Suarez discusses California college and university programs and the services they offer to low-income women. She notes practices that have either encouraged or discouraged the entry and completion of college courses by low-income female household heads.

The third chapter in this section, by Daniel Meza, identifies and describes components of a potentially successful college recruitment, counseling, and retention program for women on welfare who head families based on the experience of a two-year community college.

The Minority Woman: Racial/Sexual Overview

CHAPTER ONE

by

CECILIA COTA-ROBLES SUAREZ

The minority woman, and specifically the Chicana, has been maintained at the lowest levels of a societal caste system which discriminates against persons who are not native English-speaking or white European female middle class members. Therefore, in describing the minority woman, both racism and sexism must be taken into account.

Racial Prejudice[1]

Arter (1959) describes prejudice as a set of attitudes that support, cause, or justify discrimination. The origin of prejudice

is social and cultural in nature. Prejudice based on conformity to social norms has been the most common type of prejudice in American society (Schuman, Dean, and Williams, 1958). Racial or ethnic prejudice is an aversion to a group based upon faulty or inflexible generalization(Allport, 1958). Discrimination, according to Allport, is the overt expression of prejudice.

At a very early age--even at two and a half--children become aware of their social characteristics and the values accepted with race and skin color by the dominant society (Clark and Clark, 1949; Landreth and Johnson, 1953; Goodman, 1966; Cota-Robles de Suarez, 1971). The development of racial prejudice is a reflection of the child's relationships, the kind of community in which the child lives, and the school or church attended (Clark, 1969). These forces, according to Clark, are interrelated. "The child... cannot learn what racial group he belongs to without being involved in a larger pattern of emotions, conflicts, desires, which are a growing knowledge of what society thinks about his race" (Clark, p.23). Children learn very early in life that white is to be desired and dark is to be regretted (Landreth and Johnson).

Various studies on Black children have found that they prefer white skin color and reject the black skin color (Clark and Clark, 1939; Clark and Clark, 1950; Stevenson and Stewart, 1958; Goodman, 1966). For instance, Clark and Clark (1939) in their classic study of race awareness and skin color preference utilized a doll choice test. The subjects, Black nursery school children were asked to choose the doll they preferred (black or white) and to color a picutre of a boy or girl with his/her preferred skin color. The study found that 60 percent of the children preferred the white doll and rejected the black doll. In the coloring test, the light skinned Black children colored their skin accurately, but 15 percent of the children with medium brown skin and 14 percent of the children with dark brown skin colored their own figure either white, yellow, red or green. According to Clark (1969), the choice of bizarre colors indicates how deeply the conflict of color was imbedded in the children's personality. Goodman (1966) tested 103 children, four years of age in a northeastern city. She utilized four types of instruments: 1) an observation form, 2) a doll house with furnishings and doll families, 3) a collection of dolls of several types, and 4) a set of jigsaw puzzles. Goodman found that three-fourths of the Black children and nearly all of the white children indicated a preference for the whites. The Black children shared an orientation away from the Black and toward the white. The white children were in-group oriented toward their own group.

Very few studies on race awareness have included the Chicano. Cota-Robles de Suarez (1971) tested low-income Chicano children in two Head Start classes in East Los Angeles. The children were individually tested with simple line drawings of a boy and a girl,

having minimal facial characteristics. Testing included: 1) choosing from two pictures an Anglo child or Chicana(o) child they would prefer as a playmate and 2) coloring a lined drawing of their skin color and 3) coloring a lined drawing of the skin color they preferred. The study found that 75 percent of the children in both classes did not show a preference for a brown or Chicano child for a playmate. Seventy-five percent of the children in Class A and 50 percent of Class B identified their own skin color, yet 50 percent of Class A and three-fourths of Class B chose bizarre colors. The refusal to choose an appropriate skin color preference can be interpreted as in indication of emotional anxiety and conflict. It can also be concluded that children, at such an early age posses awareness and acceptance of the dominant society's existing cultural attitudes and values toward race. Therefore, the preschool child is cognizant that to be dark-skinned or Chicana(o) in American society is to be inferior. If a child does reject her/his skin color or her/his ethnicity, the child may be in emotional conflict. This could result in various types of personality manifestations associated with emotional problems.[2]

Racial prejudice has been utilized by one segment of society, the economically and politically powerful, to maintain its power over another segment of society, the economically poor and politically weak. The effects of prejudicial treatment by the dominant society toward the Chicano population have been disadvantages and exclusion of the Chicana(o) in: 1) education, 2) economics, 3) housing, and 4) politics (Cota-Robles de Suarez, 1971). Economic oppression has been stressed as one of the most significant causes for racial discrimination (McWilliams, 1964; Memmi, 1965; Blauner, 1972; Almaguer, 1974; Barrera, Munoz and Ornelas, 1974). McWilliams (p.339) explained, "The American race problem is simply a special version of the world colonial problem which in the last analysis is a problem involving exploitation of labor."

Sexism

All societies define roles in terms of their determination of their ideals. People are affected by these definitions because they are measured against these images. The role of the female can be described as being in a hierarchal arrangement in which she is ranked as being inferior to the male. Historically, the role of the woman has been shaped by the expectations and demands of a sexist society. The differential treatment of males and females has as one of its major assumptions that the woman and her contributions to society are less significant than that of the man. Variations of this belief and its manifestations are termed sexism.

Explanations of determined sex behavior models vary, but they are usually attributed to one of the following: 1) psychological differences; 2) physiological differences; and 3) socialization. However, some evidence has suggested that hormones may cause behavioral difference, yet not affect the type of social and vocational roles men and women assume in society (Gough, 1976). Most of the research explaining the differences in sexes based on the pyschological differences has stressed the supposed feminine nature and function. The general findings in these studies indicate that: 1) individual differences were greater than sex differences and 2) most differences did not appear until elementary school age or later (Tyler, 1968).

Yet, socialization into designated sex roles begins very early in life--with the newborn baby's pink or blue blanket. In growing up, the child's treatment by parents and society has been highly dependent on the child's sex. The manner in which parents handle infants may be different. According to Jaffe (1974), the girl babies are cuddled and treated with care, while the boy babies are handled roughly. Toys which children use can prescribe certain roles for boys and others for girls. Up to about two and one-half years of age, the same type of toy has been given to both sexes. (Ms. Magazine, 1974). As the children grow older, a greater distinction is made as to which toy is for girls and which is for boys. For instance, girls may be expected to play with dolls, while boys should play with trains. Chemistry sets are for boys, and sewing kits for girls.

Women have been raised to fill social roles that society has demanded of them (Freeman, 1970). They have been trained, according to Freeman, to model themselves after the accepted image and to meet the expectations that are held for them by society. In studying the attitudes of 79 psycho-therapists (46 males and 33 females) found the following description of the mentally healthy female adult: submissive, emotional, easily influenced, conceited about appearance, dependent, not very adventurous, less competitive than the male, unaggressive, and unobjective. Chesler found that the clinicians had differing standards of mental health for men and women. Their conceptualization of a healthy adult male was very much like that of a healthy adult, yet that of a healthy woman differed from both. A study by Benneth and Cohen (1959) asked men and women to choose from a long list of adjectives those which most applied to them. The study found that women strongly felt themselves to be: uncertain, anxious, nervous, hasty, careless, sorry, fearful, dull, childish, timid, clumsy, stupid, silly, and domestic. The preception of girls has been a distorted one also. According to Smith (1939), girls had consistently better grades than boys until late high school; their opinion of themselves grew more negative with age and this was reflected in a drop in their grades. The girls' opinion of boys, at the same time, grew progressively better, as the girls grew older. Boys, however, held

an increasingly better opinion of themselves and a poorer one of the girls as they became older.

The Chicana

All women cannot be described as being alike. The Chicana has carried a double burden. She has been discriminated against, not only as a woman, but also as a member of an ethnic group which has had a long history of prejudicial treatment by the dominant society. Anguiano (1972) claims that because of her minority and low socio-economic status, sexism against the Chicana has been harsher than towards the woman of the dominant culture. Further, her Spanish language has not been accepted. The Chicana cultural values have been misunderstood by the dominant society (Anguiano). Yet, not only have the cultural values of the community been misunderstood by the dominant society, historically, but the dominant society presently is not attempting to gain a basic conceptualization of the Chicana(o) values and culture.

A review of the existing scholarly literature on the Chicana has revealed the almost total lack of accurate and true depiction of her. The small body of social science research has been implemented by persons who are lacking in understanding and sensitivity to the Chicano culture and the Chicana. For the most part, the depiction of the Chicana has been negative. The role of the Chicana has been described as submissive to the male, the mother subservient to the father (Heller, 1966; Rubel, 1966). The father is above criticism, with the woman acknowledging the supposed superiority of the male (Rubel; Madsen). The daughters are protected, staying at home in order to learn to be wives and mothers (Clark, 1970). Other roles designated to the Chicana by the social sciences are the long-suffering mother, the sex symbol, and the passive girl friend. For instance, Murillo (1970) portrayed the Chicana mother as, "She represents the nurturant aspects of the family's life. Although she is highly respected and revered, her personal needs are considered secondary to those of the other family members" (p. 21).

The literature and the research on the Chicana has had direct dysfunctional consequences for the Chicana due to the perpetuation of false and stereotypic images of her role and function within her community and society as a whole. In a large measure, these unfortunate consequences flow from the activities of institutions, which, lacking counter-images of the Chicana, tend toward unquestioning acceptance of prevailing myths as the ones described.

Racist/Sexist Practices

Both cultural and sexual caste systems have existed in the

Americas and in the United States specifically, for a long time. Those in high caste systems have a vested interest in the maintenance of this structure. Blauner (1972) asserted that privileges were the main cause of oppression. "It is the creation and defense of group privileges that underlie the domination of one sex over another, as well as the emergence of slavery, caste, and economic classes" (Blauner, p. 21).

Institutions (such as economic, legal, political, and educational) support sexual and racial caste systems. This dehumanizing structure stigmatizes the minority woman into the lowest levels of societal arrangements.

Economics

In economic distribution, the woman in this society is at the lowest levels. Of women in the work force, 54 percent were head of families in 1974 (Anguiano, 1977). Anguiano found that of these women, 49 percent were earning at or near poverty level. Women were found to earn $3.00 for every $5.00 earned by men in the same position. The women earned even less if they were of the same age and similar training as men (Anguiano). One of every eight families is headed by women; yet 33 percent of minority families have women as heads of households. According to Anguiano, two out of five families under the poverty level were headed by women.

The Chicana has been a cheap and exploitable labor force at the lowest levels of employment. According to Arroyo (1973), 9 percent of Chicanas over 18 years of age were in the labor force. Of these Chicanas, 56 percent were employed in low-status and low-paying jobs, such as domestic workers, cleaning, laundry, food service, and factory work.

Nava (1973) claimed that Chicanas earned salaries different from Anglos for the same position. For instance, the median income of the Chicana factory worker was found to be $3,590 annually, while the Anglo earned $3,925 annually. If the clerical worker was Chicana, she earned $4,484 annually, yet the Anglo worker earned $606 a year more. Nava indicated that the causes for the differences in salaries were due to: 1) stereotyping of Chicanas as homemakers; 2) discrimination by the dominant society of culture, language, race and age; 3) lack of training of Chicanas due to negative stereotypes held by the dominant society regarding the Chicana; 4) low academic attainment of the Chicana; and 5) the use of culturally caste positions due to the vested interest of the dominant society in maintaining these structures.

Institutions (economic, political, legal and educational) support a sexual and racial caste system, which stigmatizes the

minority woman into the lowest levels of societal arrangements. In the American economy, the minority woman has been designated to the lowest paying jobs. The median income for Chicanas is $2,270 annually (U.S. Bureau of Census, 1975). One out of every five Chicano families is below poverty level. Only 1.1 percent received $10,000 or more annual salary (U.S. Bureau of Census, 1975).

Almaguer (1974) claimed that because of racial discrimination the Chicana(o) has been a victim of: 1) economic exploitation and control; 2) political dependency and subjugation. The condition of the Chicana(o) after the American conquest of the Southwest was characterized by Almaguer as being oppressed in a colonial system within her/his own lands. This concept has designated the barrio as an internal colony. An internal colony was described by Barrera, Munoz, and Ornelas as existing in a state of powerlessness:

> ...internal colonization means that Chicanos as a cultural/racial group exist in an exploited condition.... This relationship is most clearly experienced as a lack of control over these institutions which affect their lives. (p. 289).

Internal colonization has subjugated the Chicana(o) to live under exploiting conditions in which institutions affecting one's life are controlled by outsiders, serving the interests of outsiders. According to Barrera, Munoz, and Ornelas, this has resulted in the following conditions in the barrio: 1) low income status; 2) poor housing conditions; 3) inadequate health care; and 4) low academic achievement in the public schools.

Education

Institutions have played a major role in the maintenance of the domination by the dominant society. Today's institutions are products of hisotry, representing deeply rooted attitudes in American society, and are highly resistant to any type of change. An institution, such as education, reflects the economic, social, and political aspects and attitudes of American society. For the last 150 years, American education has reflected the social relations of the economic system (Bowles, 1972). Levine (1976) contended that:

> ...the large inequalities of the society will be visited upon the schools in terms of very unequal educational outcomes among the population in terms of schooling attainments and qualitative differences in education. Morever, we expect that the financing, the governance, and the operations of the schools will serve to reinforce these inequalities...(p. 28).

In a historical account of American education, Katz concluded that racial prejudice was part of the origins of American education. Racism, according to Katz, became functional as the defense for the failure of children who did not fit the white, middle class, English-speaking mold. As in reform schools, prisons, and mental hospitals, public education determined that its recipients were inferior. "This inferiority, it was argued, was hereditary; thus given the inferior stock with which they had to contend, what could one expect?" (Katz, p. 110). So, despite arguments to the contrary, schools have not reformed society. RATHER, SCHOOLS HAVE MOVED ORGANIZATIONALLY AWAY FROM THE COMMUNITY AND HAVE REFUSED TO ACCEPT THE RESPONSIBILITY OF SUCCESSFULLY EDUCATING ANYONE, WHILE INSISTING THAT ALL CHILDREN FIT A CERTAIN MOLD. This concept is inherent in the deprived model theory. The deprived model designates that the low-income or minority child has deficient home experiences, in contrast to the middle-income, English speaking Anglo child. Proponents of the deprived model contend that qualitative and quantitative substandard experiences contribute to the child's developmental deficiencies, which they propose hinder cognitive, linguistic, and motivational growth (Bereiter and Engleman, 1966; Deutsch, 1964; Hess and Shipman, 1968; Hunt, 1966). The deprived model has been the predominant theory used in the education of the low-income and minority children (Evans, 1975). In this type of program, the language and culture of the low-income or minority child is determined as deficient, thus supporting the notion that this child is incapable of functioning adequately in the public schools. The implementation of programs utilizing the deprived model has resulted in rejection, rather than acceptance of the minority or low-income student by the public school system.

The public school system can be described as preparing females and males for traditional roles. The schools have enforced existing attitudes of a sexist society through their curriculum, social interaction, and instructional materials (Levy, 1974; McCune, 1973). According to Levy, schools have played a major role in the perpetuation of sexism by forcing children into rigidly defined roles. Levy found that schools segregated girls and boys into different lines, seating arrangements, and curricula. The authority structure of the schools can be described as reinforcing the traditional sex roles by having a male principal as the authority, with women teachers under him. Thus, just by going to school, the children are being taught the supposed inferior status of women.

Very little literature is available regarding the educational aspirations of the Chicana student. Vasquez (1978) studied the factors which influenced the education goals of Chicana students (n=100) in three high schools in Los Angeles County. She found that the Chicana's parents were the most supportive to the student going to college. The student's teachers offered little encouragement, while the high school counselor gave the least. For instance, if college recruiters were on the high school campus, the counselor

usually did not inform the Chicana students. In addition, school staff did not encourage the Chicana student to attend career placement centers. According to Vasquez, the Chicana student did have high aspirations regarding attending college, but had difficulty financing a college education. This was due to the low income status of the parents and the large Chicano families.

Instructional materials have been dominated by the depiction of males and the lack of positive female depictions. Studies indicate that books - whether textbooks or supplemental - are racist and sexist in nature (Council on Interracial Books for Children, 1975; Women on Words and Images, 1974). According to these studies, children's books (preschool through high school level) tend to reinforce the racism and sexism of society. Another study found that textbooks did not adequately represent the large number of women currently employed, nor did they depict the wide range of occupations that women worked in (Zuerscher, 1974). Zuerscher found that the female personality depicted in textbooks was usually: dependent, submissive, emotional, unagressive, illogical, easily influenced by others, and overly sensitive.

As products of a sexist society, teachers have carried with them biases about what females and males should be and should do. Spaulding studied teacher-pupil interaction (Nickerson, Dorn, Gun, Speizer and Wasserman, 1975). She found that teachers were more interested in boys than in girls in four categories of teaching. These categories were: 1) behavior approval; 2) instruction; 3) listening; and 4) disapproval. Another study found that teachers tended to reinforce problem-solving skills in boys and dependency in girls (Serbin, O'Leary, Kent and Tonick, 1973). This study found that teachers stressed independence and problem solving more than eight times more in boys as compared to girls.

For over thirty years social scientists have portrayed the language and culture of the Chicano as the cause of the low scholastic achievement of the Chicana(o) student. The Chicano family has been depicted as the source of the academic problems of the Chicana(o). Vaca (1970) found that in reviewing social science literature on the Chicana(o) negative attributes were given to the Chicana(o) and positive ones to the Anglo. The language and culture of the Chicana(o) were indicated as the cause of their failure in the American school system. Hernandez (1970) in her analysis of the social science literature on the Chicano found two models. The Mexican American Model in which the Chicana(o) was depicted as undisciplined, content with low status, emotional. illogical, fatalistic, with a passive and static history. On the other hand, the social science literature depicted Anglos to be disciplined, achievers, nonemotional, with a culture that was rich, ahcieving, and innovative. Hernandez criticized both models because the cause of the social problems of the Chicano community was placed not with the dominant society, but with the Chicano parent:

"...then the child's Mexican American culture is the Archenemy. The parents are then the 'Typhoid Mary' of the Mexican American culture" (p. 12).

Discrimination from cultural, linguistic, and sexist perspectives has been well documented. Cota-Robles de Suarez (1976) cited the following institutional practices of the schools as affecting the academic achievement of the Chicana(o) student in the public schools:

1 - Suppression of the Spanish language in the public schools;

2 - Exclusion of the Chicano language and culture in the schools instructional setting;

3 - Exclusion of the Chicano language and culture in the learning experiences for programs;

4 - Under-representation of Chicana(o) staff in the public schools;

5 - Linguistic and cultural bias in testing;

6 - Exclusion of Chicana(o) in educational decision-making;

7 - Discrimination against the Chicana(o) student due to ability grouping and tracking

8 - Segregation of the Chicana(o) student in the public schools;

9 - Inadequacy of the public school staff working with the Chicana(o) student;

10 - Irrelevant teacher education for the teaching toward the Chicana(o) student;

11 - Negative attitudes of teachers toward the Chicana(o) student;

12 - Under-representation of Chicano parent and community involvement in the public schools;

13 - Learning theory not taking into consideration the Chicana(o) language and culture.

Effects of prejudicial treatment by the dominant society

Someone who has been rejected and discriminated against continuously may develop ego defenses to combat this abusive behavior. The type of ego defenses used by a person who has been discriminated against will depend upon one's life style, outlook on life,

and how severe the prejudicial treatment has been discriminated against will depend upon one's life style, outlook on life, and how severe the prejudicial treatment has been (Cota-Robles de Suarez, 1971). Major effects of racial prejudice on the Chicana(o) were determined by Cota-Robles de Suarez as being: 1) obsessive concern, 2) denial of membership, 3) withdrawal, 4) passivity, 5) clowning, 6) self-hatred, and 7) group solidarity. Morales (1976) found the following social problems in the Chicano community due to racism: 1) low academic achievement in the schools, 2) high unemployment, 3) broken homes, 4) excessive police surveillance, 5) police-community animosity, 6) over-representation of Chicana(o)s imprisoned for alcoholic and drug offenses, and 8) societal resistance of funding community health centers which are under Chicano community control. Morales offered as the cause of the above conditions the white racism of the dominant society against the economically disadvantaged Chicano and the denial of quality mental health services for the low-income Chicana(o)s. Memmi (1965) in his classic analysis of colonialism, described the colonized as wanting to adopt the values of the colonizers. But in order to do this, Memmi stressed that the colonized must deny her (his) own culture and borrow from that of the colonizers. Memmi poses this significant question (p. 123-124), "Must he, all his life, be ashamed of what is most real to him, of the only things not borrowed? Must he insist on denying himself, and moreover, will he always be able to stand it?"

Psychologists have stressed that self-esteem is of fundamental importance in healthy personality formation. Maslow (1958) indicated that satisfaction of the self-esteem needs insured feelings of self-worth and self-confidence. Sanchez (1966) pointed out that the language and culture of the child are important variables of self-esteem.

When the dominant group speaks one language and a minority group speaks another, the language of the dominant group becomes the language of the institutions, thereby becoming the symbol of status. But, if a person speaks a language other than the dominant one, and is struggling to learn this second language, a conflict may arise (Levine, 1966). The conflict could be internalized, leaving a mark on the person's social emotional adjustment. If the person is forced to reject her/his home language, due to pressures from the dominant society, this may cause psychological damage to the person, according to Levine. If the person is young, or a child, the tensions produced by negating one's language may have adverse effects upon the person's emotional and social development (Levine).

The Chicana(o) student's entire school life is dominated by the English language. If the student is monolingual, Spanish-speaking and the school staff does not speak Spanish, the child's basic needs cannot be met. The effects of this treatment can be immediate and severe, for culture and language are at the core of

a person's self-concept. The language and culture carry overtones of one's family, home, and community. "We all love to be addressed...en la lengua que mamamos (in the language we suckled)" (Sanchez, 1966, p. 16).

Several studies have concluded that the school's insistence on making the Chicana(o) change her/his language and culture has had severe effects on the students (Derbyshire, 1966; Cordova, 1969; Ramirez, 1970; National Education Association, 1966). For instance, Derbyshire studied Chicana(o) adolescents living in an East Los Angeles neighborhood. He found that Chicana(o)s who identified with the Chicano culture were better adjusted, more adaptive to conflicts and were more open-minded. Derbyshire concluded that identification with the Chicano culture was an important aspect in the maintenance of a stable sense of identity while grouping up in the United States. The National Education Association (1966) in its study of Spanish-speaking students in the Southwest, cited that the school's treatment of the Chicana(o) Spanish-speaking student is the cause of the student's poor self-concept. In telling the student not to speak her/his home language in school, this institution is telling the child that her/his language is of no worth, that the people who speak Spanish are of no worth, and therefore, that the child is of no worth (National Education Association, 1966). Thus, a negative self-concept can be developed by the child because of the way the school treats the child's language and culture.

Educational Stratification

Studies indicate that the rich have benefited most from public education. Despite accounts to the contrary, education has been a sorting vehicle which enables the children of the affluent to retain or improve their advantage, while rarely advancing the status of other children (Spring, 1977; Katz, 1975; Greer, 1972). Around 1900, large numbers of low-income and immigrant children began attending high schools. This caused the public school system to develop a stratification system in secondary schooling (Bowles and Ginitis, 1977). This concept of a common curriculum was developed for the low-income child, and the academic curriculum remained for the middle and upper-class child. The vocational education movement was, according to Bowles and Ginitis, the result of this concept. Vocational education was less a response to the specific job training needs of the rapidly expanding business sector, but an accomodation of a previously elite institution - the high school - to the changing needs of reproducing the economic structure (Bowles and Ginitis). Particularly important in this respect was the use of the idealogy of vocationalism to justify a tracking system which would separate and stratify young people loosely according to race, ethnic origins, and class background.

Spring (1973) specified that one of the functions of the public school system has been to designate and prepare students for a specific role in society. Schools, from kindergarten through college, have been described by Karier (1973) as rejecting the objectives for personal growth in order to function as a selection and sorting vehicle. Bowles (1972) was more specific, and contended that children of factory workers were prepared by the schools for factory work. According to Bowles, this type of education emphasized adherence to authority outside the family, respect for authority, discipline, punctuality, and accountability for one's work. Levine described the roles of the schools as selecting and allocating students to their ultimate positions of inequality on the social, economic, and political hierarchies of status.

One vehicle that has been used in this sorting and selection process is the Intelligence Quotient (I.Q.) Tests. Spring (1977) criticized the school's use of I.Q. tests for differentiating pupils into particular social positions.

> I.Q. tests provide the mechanism for selectivity within the school....Good performance on the tests was enshrined as having more social value than traditional yardsticks used to measure the worth of a man. At time in the history of Western man, qualities such as humility, honor, justice, and compassion have been considered standards by which men judged a person's social worth... I.Q. tests discriminate against certain personality types...(they) discriminate against those who could not or would not function well in an organized institutional structure. Because these tests were validated in terms of an individual's success within such institutions, they became not so much a test of something called native intelligence, but rather one of ability to perform well in organized institutions. (p. 37-38).

As early as 1934, standarized tests were designated as being discriminatory to the Chicana(o) (Sanchez, 1966). Garcia (1972) criticized utilizing I.Q. test data for group consideration because certain groups (Chicanos) are then labeled as being subordinate to others. When the Chicana(o) child scores lower than the Anglo child on a test composed of predominantly Anglo test items, the Chicana(o) according to Garcia, is then blamed for the poor performance. Garcia contended that in all fairness to the Chicana(o), items relevent to the Chicano culture should be included in the I.Q. tests. Mercer (1972) studied intelligence test scores, adaptive behavior measures, and sociocultural variables of Chicanos, Black, and Anglos with an I.Q. score of 85 or below. She found that the Anglos scored with the last 3 percent of the adaptive behavior scale. Sixty percent of the Chicanos and 91 percent of the Blacks with I.Q.'s below 70 passed the adaptive behavior test. Thus, the Chicanos and Blacks in this supposed low

I.Q. range could function in society, whereas the Anglo was unable to do so. Mercer concluded that the standarized I.Q. tests were culturally biased, favoring the measurement of the individuals's Anglo background. "The more Anglocized a non-Anglo is, the better he does on I.Q. tests" (Mercer, p. 50).

It is therefore not surprising that the Chicana and Chicano have had a poor academic record in the public schools. The median years of schooling completed by the Chicana, 14 years and over is 8.9 (U.S. Bureau of Census, 1975). Of Chicanas, 25 years and over, 25.8 percent completed high school. Yet, of those who went on to college, only 1.5 percent completed four years or more of college (U.S. Bureau of Census, 1975).

Recommendations

This chapter has presented an overview of racist and sexist practices affecting the minority woman, with special emphasis on the Chicana. Alternatives need to be presented in order for the minority woman to be viewed in a positive manner by society. The following are some brief recommendations for initiating such alternatives. Three levels are suggested for effecting changes:

1. Perception
   This is the conscious-raising level. The person begins to designate racist/sexist practices affecting the minority woman. As awareness increases, the person can perceive more and more of these practices. Perception can be achieved through participation in workshops, conferences, discussion groups and "rap sessions" which present racist/sexist aspects in society.

2. Sensitivity
   After a person is able to perceive racist/sexist behavior affecting the minority woman, the next stage is to become sensitive to the needs of the minority woman regarding these practices. The person needs to examine her/his values regarding sexism and racism. If racism or sexism is part of one's values system, these concepts should be discarded.

3. Response
   The next level is to put the sensitivity into action. The person is now willing to initiate changes. S(he) responds by producing or participating in a plan of operation.

The woman, it should be noted that because stratification serves the politically and economically powerful, these persons

may resist change and specifically from minority groups has been maintained at the lowest levels of a societal caste system. Sexism and racism deny her access to a wide variety of activities and behaviors. Eradication of these practices will allow the woman to develop a full and creative role in society. This will benefit the minority woman, her family, and the community as a whole.

N O T E S

[1]Racial prejudice and racism are used synonymously.

[2]For another description of racial prejudice and discrimination see Amado Padilla and Rene Ruiz, Latino Mental Health, Washington, D.C., United States Government Printing Office, 1973, Chapter 7.

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College Programs Servicing The Chicana and Other Minority Women

CHAPTER TWO

by

CECILIA COTA-ROBLES SUAREZ

Historically, very few educational programs on the college level have been offered specifically for the Chicana. Most programs are for minority, low-income, or disadvantaged students (the terms are usually synonymous). This chapter will discuss some of the programs which have usually attracted a large number of minority women. Positive elements and problems of the programs will be delineated. Recommendations that will enhance the offerings for the minority woman will be offered.

COMMUNITY COLLEGES

Community colleges or junior colleges are two-year institutions which offer a variety of vocational and academic programs for the student. The community college usually services high school graduates or students with a high school equivalency who do not meet entrance requirements of four-year colleges and universities or who cannot afford more expensive schools. The stress may therefore, tend to be, in some instances remedial. Yet, if the student plans to transfer to a four-year college, she should, upon graduation from the two-year institution, be able to compete with students in the four-year college. The community college will prepare the student to succeed academically in the four-year institution.

Community colleges fill a need for various types of minority women:

1. The minority woman who is undecided about going to college and wishes to take a few courses in order to determine her career direction;

2. The minority woman who may have not been encouraged by the high school to go to college and therefore may need to up-grade her skills in the academic area;

3. The minority woman who is persuing a two-year vocational degree;

4. The minority woman who wants to go on to a four-year institution in order to obtain a B.A., but was not accepted in a four-year institution due to poor high school grades, lack of money, or lack of transportation.

5. The minority woman who wants a low cost education, two-year college tuition (if any) is much less than the tuition of a four-year college.

The instructors in community colleges should be supportive and flexible in their instructional procedures. They need to be willing to spend extra time with the students - counseling, tutoring, and advising. Because some of the courses are remedial in nature, the community college instructors should have patience and good instructional techniques in order to meet the needs and interests of the students.

The community colleges offer two types of programs, or tracks: 1) an occupational or vocational track which leads to an Associate of Arts degree and 2) an academic track which allows the student to transfer to a four-year college in order to complete a B.A.. The majors in the vocational or occupational track usually lead to occupations such as aides, assistants, or technicians. The following are examples of vocational or occupational majors: fashion design and merchandising, banking and finance, business management, data processing, real estate, graphic communication arts, photography, theater arts, family and consumer studies, health occupations, industrial occupations, public service occupations and human service workers.

The student who wishes to obtain a terminal Associate of Arts degree in a community college has a variety of programs offered to her. The student may be in an Associate of Arts program for one of the following reasons: interest in a certain Associate of Arts major, available finances for only a two-year program, lack of transportation to a four-year college. Usually the urgency of getting into the job market as quickly as possible may be the determining factor in choosing a two-year degree.

The minority woman in a two-year and four-year college setting must be carefully counseled in order that she completes the course-work in as short a time as possible. If she is not properly counseled, she may take an over-abundance of courses, without having taken the one requisite for a major. Some minority women take course after course, without going to an academic counselor for program information or following the college catalog. She is, therefore, making choices regarding her course of study in a vacuum.

The community college can prepare the student to transfer into a four-year college. Remedial work, career counseling, and academic counseling are offered to the student in order for her to go on to a four-year institution. Due to existing sexist/racist stereotypes regarding the minority woman, some counselors may not encourage the minority woman as unable to complete a four-year course of study. In addition, the minority woman may feel inadequate in college. She may not have been encouraged to seek an academic career in high school, nor did anyone in the high school consider her a capable student in the academic area.

FOUR-YEAR COLLEGES

The four-year college offers a B.A. for the student who desires to go beyond a two-year degree. The B.A. can prepare the student for a variety of occupations, such as: accounting, agriculture, engineering, home economics, public administration, etc.. The four-year institutions can also serve as pre-entry to advanced degrees such as: Teaching Credential, Masters Degree, Doctoral Degree, Law Degree, etc..

Very few college programs have been developed and implemented specifically for the low-income minority woman. Most are designated as programs for the academically low achiever or low-income. And the minority male or female usually falls into one category or both. The following will discuss some of the programs that have many minority women as participants.

EDUCATIONAL OPPORTUNITY PROGRAM

The college program that probably has the highest level of low-income minority women participants is the Educational Opportunity Program, usually termed EOP. EOP dispenses grants and special services to low-income or academically low student. In California, a student with bona fide status in EOP (that is a student who is able to receive EOP money) must:

1. be a resident of California;

2. be an undergraduate student;

3. be enrolled on a full-time or half-time basis in the college;

4. have a bona fide status - meaning that s(he) has the potential to perform satisfactorily at the college level, but has not been able to realize this potential due to economic, educational, or environmental reasons;

5. be eligible for and is admitted under special college admissions procedures to Title 5, Sections 40769 or 40807;

6. be nominated by an appropriate state agency, a California high school, the Veterans Administration, or a campus president or designee of the California State Universities or Colleges.

To continue as a bona fide student once s(he) has been determined as such, the student needs to qualify under the college guidelines. For instance, the California colleges and universities usually have the following criteria for their students:

1. must carry a minimum of 12 units per term;

2. must complete a minimum of 24 semester/36 quarter units in a twelve month period;

3. must maintain a 2.0 grade point average.

EOP offers a variety of supportive services to the EOP student. Special classes are offered to the EOP student. These classes are geared to the student's needs and interests. Tutorial services are given to the student who needs special academic assistance in a certain discipline. Counseling in EOP can be: academic counseling (regarding coursework); career counseling (regarding the career choices the college course will lead to) and personal counseling (regarding personal problems). The counselor may be a regular counselor (that is one who has a degree in counseling or a related field), or a peer counselor (a student who may be a year or so ahead of the EOP student). One of the objectives of the counselor-coordinator is to be in close contact with the student's progress at all times. This will enable EOP to determine whether the student is obtaining the full benefits of the EOP Program, or needs help of some kind.

Various exemplary EOP Programs can be found throughout the country. EOP has enabled the low-income or educationally disadvantaged student to succeed in a college setting that has usually been hostile to this type of student. EOP Programs are offered both at community colleges and four-year colleges. These programs have done an outstanding job in working with the student that had not been designated as college potential in high school, nor had been encouraged to go to college. Through the hard work, dedication, and sensitivity of the EOP staff, students who previously did not have the opportunity to obtain a college degree, are now doing so.

Several concerns have been delineated regarding the EOP program and other programs such as this one. First of all, many of the students have been found to be at an unusually low academic level (such as basic skills in reading, composition, and math). These low levels, sometimes as low as early elementary level, may not enable the student to function in a post-secondary setting until s(he) can up-grade her/his academic skills. The student who has low academic skills will have to work much harder than the average student in order to maintain her(his) grades. Counseling and tutorial services can alleviate the student's concerns regarding her(his) inability to function adequately in the college setting, while being allowed to catch up with the regular student. Another problem faced by the EOP student is the low level of monies available at the present time. The era of grandiose government spending in college programs has been over for some time. This may mean that potential students, especially those with a family, will be discouraged from seeking monies other than EOP grants. If will be a sacrifice for the woman head of a household, for instance, to obtain a college education if grant monies are very small. It is particularly difficult for the woman who heads a household because of a California ruling that she must first try to obtain money from welfare and then E.O.P. will match that money. Many of these potential students do not want to get on welfare to go to college or to ask welfare for the money if they are already on welfare. Instead, they will try to work (which diminishes their chances of succeeding in school) or they just decide not to go to school. Another area of concern is the dwindling supportive services offered to the EOP student. Services such as career counseling and day care services are not as available now as in previous years. The money now funded for EOP does not allow for supportive services that will assist the low-income woman in college. And lastly, but for some persons, the first and foremost area of concern regarding minority women has not been stressed. It is usually an objective of the EOP recruiter or some EOP staff member to attempt to reach the female. If the recruitment of the female is not an objective, then the EOP Program will have an unusually large amount of males with few females. The goal of EOP Programs should be to have students (female and male) in the program that are proportionately reflective of the population served.

BILINGUAL TEACHER CORPS

Another type of program which has many minority, and specifically Chicana students is the state/federal Bilingual Teacher Corps Program. By its very nature, this program attracts many Chicanas. That is, the funding is specifically for teacher-aides working in bilingual-bicultural programs under Title VII (Bilingual Education). For the most part, the teacher-aides in the public schools are low-income women. The aides are usually Chicanas, if

the program serves a large number of Chicano children in bilingual programs. It offers the participants grants up to $1,500. with up to $200. for expenses. Qualifications for grants are:

1. employment as a teacher-aide in a bilingual funded program;

2. bilingual proficiency in the language utilized in the bilingual program employed;

3. enrollment in college with a major leading to a Bilingual-Cross Cultural Credential or its equivalent (either elementary or secondary).

In order to continue in the program, the participant must carry a minimum student load of 9 quarter units per quarter or 12 semester units per semester.

This program is designed to move the teacher-aide into a credentialled teacher position. It also fills the need for bi-lingual-bicultural teachers. The participant in the program servicing programs for Chicano student, is usually Chicana. She is an experienced teacher-aide who has many years of teaching credential. The reason for not having gone to school is usually lack of money, or lack of time because of family obligations.

Some of the problems encountered by the participant in this program may be typical of other programs which have Chicana students. For instance, as in many such programs, the funds may not reach the college by the designated dates. The student will then face periods of having little or no money to meet their living expenses. In addition, the low level of funding makes it extremely hard for the person heading a household to adequately support her family. Another serious problem is the inability of a program participant to find adequate child care services for her children. The college student needs time to go to classes during the afternoon and sometimes in the evenings. She also needs to spend time at the library between classes or after classes. Because many schools do not provide child care services through 10 P.M. or later, and because of the low level of stipends, the participants may have a difficult time obtaining proper child care services for her children. This program does not offer the specialized counseling services offered by EOP. Therefore, the student must be sure to obtain proper academic counseling that will ensure that all the courses taken will be credited toward the credential sought. According to the guidelines of the program, the instructors are monolingual, English-speaking and also may not be willing to be flexible in their teaching in order to meet the needs and interests of the students. If the participant encounters such instructors, she will become frustrated, and even fail the courses.

RIO HONDO CONSUMER EDUCATION/PARENT EDUCATION PROGRAM

Rio Hondo College in Whittier, California offers a program that is specifically designed for the Chicana - the Rio Hondo Consumer Education/Parent Education Program. Developed and directed by Ms. Genevieve Lopez, this program has been in operation for over seven years. The program is presented bilingually - in Spanish and English. Another unique feature of the program is that it goes to the community, thereby making it possible for persons unable to go to college to attend college classes. A 28-foot mobil classroom is driven into the community served - the Whittier, Pico Rivera, El Monte area. The mobil classroom is parked at various predesignated sites in the service area. This may be in front of a church, school, community, center, or park.

The courses in this program introduce the student to parent and consumer education. The students range from teen mothers to senior citizens. While the students are in class, a child development program is offered to the preschool child, utilizing the mobil classroom. The content stresses a bilingual-bicultural emphasis utilizing the developmental stages of the two to five-year old children in the learning activities. While the preschool program is conducted in the mobil classroom by an experienced bilingual-bicultural preschool teacher, the parent education and consumer education are being presented at the designated sites in the community by Ms. Lopez.

The Consumer Education classes cover topics such as: low-cost cooking, sewing instruction, money management, consumer rights, and women's rights. Parent education classes include subjects such as: family relations, child development, and child observation. The preschool program encompasses learning experiences in language development, dramatic play, art, music, science, nutrition, self-awareness, and interpersonal relations. The learning experiences are presented in a bilingual-bicultural setting. This type of setting is one in which the Chicano children and the Anglo children will feel at ease and will learn.

The Rio Hondo Consumer Education/Parent Education Program is a vehicle whereby persons (mostly Chicanas), can attend college, who cannot otherwise do so. In this manner, the participants are introduced to the community college and its offerings. One of the objectives of the program is to encourage and to track the students to explore alternatives to their existing life styles, including seeking a college degree.

UNIVERSITY OF CALIFORNIA AT LOS ANGELES (U.C.L.A.) CHICANO STUDIES BILINGUAL-BICULTURAL HEAD START TRAINING PROGRAM

The U.C.L.A. Bilingual-Bicultural Head Start Training Program was funded in 1971 through the Department of Health, Education and Welfare (H.E.W.) Office of Child Development training funds. Although no longer in operation, it has served as a model for early childhood programs for the Chicano preschool child. It was a pioneer effort to present a training model to Head Start teachers who worked with Chicano children in the Los Angeles County Area. The Program served 100 Head Start teachers and teacher-aides in this region. Most of the participants were Chicanas. The courses closest to the largest concentration of Head Start classes serving Chicano children. The areas were: East Los Angeles, the San Fernando Valley, Compton, Pasadena, and central Los Angeles. Requirements for program participants were:

1. employment as a Head Start teacher or assistant teacher in a program serving Chicano children;

2. proficiency in English and Spanish - bilingual and biliterate.

The program provided books and tuition for the participants in the program. It also funded five instructors in five community colleges who presented one specially designed course for the students each semester.

The courses that were developed were an expansion or adaptation of existing early childhood education courses offered in the community colleges. These courses led to an Associate of Arts degree in bilingual-bicultural early childhood education. Developed by Dr. Cecilia Cota-Robles Suarez, the curriculum was specifically geared to the teaching of the Chicano preschool child. The specific courses that were designed and presented in the program were in the content areas requested by the students. The following courses were designed for the program:

1. Child Growth and Development

2. and 3. Bilingual-Bicultural Education for the Young Chicano child (2 semesters)

4. The Child and the School

5. and 6. Creative Experiences in Early Childhood Education (2 semesters)

7. Home, School, Community Relations

8. Survey of Indo-Hispanic Culture in the Southwest

9. Chicano Children's Literature

10. Laboratory in Child Development

11. Organization and Administration of Nursery Schools

Because courses emphasizing the Chicano culture in early childhood education were not available, the development of such courses required not only a great deal of work, but also some innovative approaches. A course such as Child Growth and Development, usually emphasizing the Anglo child, was changed to bring forth issues and information on the Chicano child. For instance, rather than monolingual language development, bilingual language development as it related to the Chicano child was stressed. In the course, Home, School, Community Relations, the emphasis was on the Chicano community and parent, rather than on the Anglo. Creative Experiences in Early Childhood Education presented a problem because there were very few materials available in the teaching of the Chicano preschool child. In keeping with stressing the importance of the Chicano culture, the students were asked to bring in folktales, songs, poems, and riddles they had learned from their parents. The students were suprised to be designated by their instructors as the "experts" in language arts. Yet, they were very cooperative in this effort. The materials that the students compiled were mimeographed and distributed to the various classes. This was the textbook for the class - a textbook developed by the students themselves. The underlying philosophy behind each of the courses is that the Chicano language and culture is not deficient, as depicted in many early childhood education classes. The Chicano language (including dialect) and culture were designated as being rich in quality and continuously growing. In addition, the students were encouraged to utilize their experiences and the experiences in the Chicano community as the basis for instructional materials. This concept differed from the use of seeking experiences from the Anglo community or from thousands of miles away (such as considering only the culture of Mexico as subject matter) while disregarding the culture within the Chicano community, which was just a few miles, if not steps away.

The courses were taught bilingually, in Spanish and in English. This served two important functions: 1) the student was allowed to practice her Spanish and English and 2) the Spanish language was presented as an intellectual language that could be an integral part of the course content. It should be noted that many of the students had been conditioned by society and the public schools to view Spanish as an inferior language, only to be used as household communication, and to view English as the language of scholarly

communication to be used in the school setting. Some of the students had a great deal of difficulty expressing themselves, in either Spanish or English. This was because they had been conditioned to think that they spoke English badly (that is with an accent) and that their Spanish was of poor quality. Therefore, the program stressed that the students express themselves in both Spanish and English in a nonjudgemental setting. The instructors reinforced their verbal and written communications in a positive manner. In a short time, the students articulated much more and without fear of being corrected. The more they expressed themselves, the more proficient they became.

The instructors were a key ingredient of the program. They were required to have early childhood teaching experience in the Chicano community, to be bilingual in Spanish and English, and to be knowledgeable regarding the Chicano culture. In many instances, the instructors hired by the program were the first Chicana(o) instructors teaching in the early childhood education department of that college. It was clear that many colleges do not have a priority for hiring Chicano faculty, unless special funding monies are obtained for bilingual-bicultural education.

The program offered various unique features. The subject matter in the classes was presented in either Spanish or English or both, depending on the choice of the students in the class. The program stressed that the students experience successes, in order to enhance their self-esteem and to encourage them to continue as students. The instruction was highly flexible, meeting the needs and interests of the students. For instance, class assignments were allowed to be written in Spanish or in English, whichever the student was more proficient in. The scheduling of the classes was implemented in consultation with the students. The students had input as to the course to be offered, the day, time, and location of the course presented.

The first courses were presented at Head Start Centers in the Chicano community. This not only was more convenient for the students, but also was a more familiar setting for them. Because colleges do have services that were not in the community centers (such as library facilities, audio-visual equipment, etc.) the next step was to phase the students into a college setting. This was a big and even threatening move. In order for the students to be phased into a college setting, various strategies were utilized. The counselor assisted the students in filling out the forms. The completed forms were then taken by the counselor back to her/his college. All the students were then given an appointment to register at the college. A certain block of time was reserved by the college in order for all of the students in the program to register at the same time. Once the students were registered, a certain counselor was designated by the program as the person to seek if they needed help. The counselor chosen by

the program was one who had shown an interest in the students or had previous experience in counseling Chicanas and Chicanos. As the program progressed, the program personnel checked the students' competencies to determine the need to take a remedial course or a prerequisite course before taking a certain required course.

When the students had been in the community college for one semester or more, they were counseled into taking not only the program's contact course, but also one or two other courses. This would enable the students to complete their studies in a shorter time. The students were encouraged to take courses leading toward a teaching credential and not stop at an Associate of Arts degree.

The success of the students was incredible. Many of the participants completed an Associate of Arts degree. Others have graduated from a four-year college with a teaching credential. Still others have transfered out of the program to another college program. Yet, the participants' first successful college experience was with the U.C.L.A. Bilingual-Bicultural Head Start Training Program. This program initiated an interest in higher education for the students and gave them the impetus that they needed to succeed in college.

SUMMARY

The low-income minority woman faces many obstacles that may hinder her completing a college program (either two-year or four-year). First of all, the minority woman has been conditioned by society to stay at home and take care of the house and the children. The minority woman should not allow herself to be conditioned into the role of a wife and mother. She will need unusual diligence and stamina to succeed in college, but she can! The minority woman needs to be viewed by the school as college material. The schools should take her educational goals seriously, and not counsel her out of going to college. Presently, college stipends are becoming smaller and smaller. In order for the minority woman, especially the one heading a household, to adequately provide for her living expenses, grant monies should be made sufficient for her to live on and for her family to be provided for adequately. Another area of concern is the counseling of minority women. The college counselors should be sensitive to the minority woman and her needs. They should be able to give her the necessary information regarding courses needed for a certain major. In order for the minority woman to succeed in a college setting, adequate child care arrangements should be provided for her children. This will enable her to go to school and to study without being concerned with the well-being of her family. Lastly, the college

instructors should be flexible in their teaching methodology. Rather than being concerned with the subject matter of the course, the instructors need to gear their teaching to the needs and interests of the students. If all the above factors are taken into consideration in the college setting, the minority woman will be able to succeed in her college studies.

Historically, the colleges have not attempted to adequately teach the minority women. The statistics on the minority women college graduates are miniscule. In fact, the number of minority women graduates from college, and then going on to graduate school is so small, that statistics cannot be obtained regarding this area. Something needs to be done to change the current practices in the education of the minority woman. This chapter has presented some of the programs that have been successful in educating the minority woman. Racism and sexism is still pervasive in colleges and universities. Even today,institutions of higher learning are still elitest and resistant to change. Affirmative action recruitment programs for faculty and students can be said to be ineffective - sometimes intentionally. The recent United State Supreme Court Bakke Decision which disallows the use of racial quotas for college admission is a step backwards in the area of Affirmative Action Programs. Therefore, it is not the minority woman who needs to change - but the institutions of higher learning.

Career Development for

A.F.D.C. Women

CHAPTER THREE

by

DANIEL MEZA

My direct involvement with the college welfare women's frustration with federal guidelines and their daily frustrations from coping with higher education led to my conceptualization of the significant features of an effective career development system.

An effective system should consist of: 1) biculturally oriented outreach component; 2) a precollege orientation program; and 3) a personal, career and community services counseling process. It is important to keep in mind that my experiences were at the community junior college level. The setting of such colleges is very different from four-year universities. They are usually located in the heart of a city or its suburbs. The student population is very commuter oriented versus residential oriented and the curriculum has a remedial track that can enable the low-income students with little educational background to pursue a college degree after they have made up any deficiencies. They have also become major receptors of G.E.D. (high school equivalency certified) graduates.

Moreover, community junior colleges are designed to offer short-term programs not lasting more than two calendar years. It is in the community colleges that a significant resource in the training of A.F.D.C. or low-income women is found. Their program offerings are supported by institutional organizations such as state, regional, and national accreditation associations. In addition, many community junior colleges design their program curriculum in relationship to employer manpower needs and according to accreditation guidelines.

OUTREACH

THE INITIAL STAGE

Outreach as the word signifies involves a luring technique and to me is a trait inherent in the term. This process, however,

involves one main ingredient: personnel with a positive and confidence-building attitude. It cannot be emphasized enough how importnat it is to have this quality in the personnel of any program concerned with effective career development for A.F.D.C. women.

The confidence-building process is a very significant element in career development because of the personal trust and hope it can bring to A.F.D.C. women. Because of having been rejected by society as a whole, the feeling that someone really is concerned about them means very much to these women. This positive attitude can be transmitted in many ways but is most effective through disclosure of information which usually occurs in a person-to-person setting; that is, public housing project, community service agency, welfare office, or first days of college orientation.

The disclosure of information process involves making the A.F.D.C. client understand what services are actually being offered to them. Through written materials, it outlines point-by-point what benefits can acrue to them.

In recruiting them to a community junior college, the potential students must be informed of the financial assistance available for their training and budget needs, and the details of the mechanics of such programs. For example, the worker should explain to the A.F.D.C. client qualifications for the grant, period of time grant is available, application deadlines, student eligibility, and so forth. All pertinent information regarding obtaining and maintaining financial assistance should be clearly delineated.

Likewise, a specific description of the college's technical or academic programs must be presented. A good approach would be to subdivide all technical-vocational programs such as: health careers, licensed vocational nursing, operating room technician, radiologic technician, etc. versus technical-business programs that include restaurant management, real estate, business management, etc.. All of what I have recommended must have the ingredient of an honest, sincere, energetic but informative individual who can ignite the fires of curiosity into A.F.D.C. women who see nothing but four walls as their destiny. The efficiency of all of this must be topped by good follow-through in any information commitments made by the outreach worker. For example, if the outreach worker promises to send a Basic Educational Opportunity Grant application to a prospective student, she/he must be speedy in sending it to the A.F.D.C. woman before her hopes are shattered. One can imagine how significant this would be since institutions from family, school, and welfare are continuously making false promises.

Pre-College Orientation

Assuming that an organization was successful in recruiting A.F.D.C. women effectively the prospective student should be routed through pre-college orientation.

This orientation process should be initiated at least four months before a regular semester is scheduled to begin. This will allow enough time for any community agency and/or community college to prepare the A.F.D.C. women for their final decision. A.F.D.C. women must make arrangements with their financial caseworker as to the impact of financial assistance on their monthly allotment. In turn, they must prepare for the ultimate effect it will have on the original purchase price of food stamps. Moreover child care and after-school care for those dependents too old for nursery school must be sought. In many instances it is a matter of going through an application process of paperwork.

Another way they can prepare also is in emergency tuition money that can be used in the event of any university administrative entanglements. there have been many an A.F.D.C. head of household that has not been admitted into the college classroom because of administrative fumbling of financial assistance that was not processed on time. This kind of preparation time is very important because it can co..tinue to either encourage the prospective A.F.D.C. student or stunt any hopes she might have had.

The pre-college orientation program should include presentations by representatives of every technical or academic department: the financial aid officer, financial caseworker from the Department of Human Resources, Occupational Interest Surveys, and Proficiency Test sessions.

Technical and Academic Program Presentations

A representative of every technical and academic program is essential. An informative counselor can certainly do the job well if the program is presented in an informative but enthusiastic manner.

This phase of the program should be demonstrated through the use of the college bulletin. Most college representatives always assume a student knows how to extract any information needed. A step-by-step coverage utilizing the bulletin and making sure each student has one in hand to follow the speaker is a more effective approach towards covering all areas of training. This

sounds elementary but very few if any take such an approach. This coverage should compose an overview of the occupational duties and responsibilities. The expected salary range upon completion of the training is important. Prerequirements of each college program should be carefully outlined and the content of the courses discussed.

The academic expectations of each of the college programs is essential information for any prospective trainees. For example, the St. Phillip's College Health Careers Department requires a scholastic average of seventy-five percent in each major course of study that is part of the program.

Financial Aid

The financial aid officer although part of any college's student services personnel is a very important figure. The financial assistance information s(he) has to offer can assist any person in need of financial resources. But her/his function in this phase must be one in which facts and figures of all federal, state, and local programs are presented in terms of a "package". I say "package" because of this approach presents all the individual programs a student could be eligible for such as: Basic Educational Opportunity Grant, College Work-Study, federal, state and local student loans, etc.. All of this information should be presented in the context of a student budget detailing semester expenses in food, shelter, clothing, transportation and other expenses. The sensitivity towards women a financial aid officer projects is important and must at best protray an attitude of equality towards the dissemination of funds and consideration for their personal financial situation.

State Department of Human Resources

Shortly, after the financial officer has made the financial assistance presentation, a financial worker from the Department of Human Resources could enlighten any prospective student into the possible effects the college financial aid could have on their welfare assistance and medical benefits. Many times a financial caseworker can give them necessary information regarding whether they will be losing any part of the cash payments or medical benefits. Medical benefits are necessary benefits that many A.F.D.C. women do not wish to relinquish.

After the A.F.D.C. prospective student has had the counseling services of the college financial aid officer and the financial A.F.D.C. worker, she is ready to begin the testing procedures.

Tesing

The testing process for two-year colleges should include a reading examination to determine level of comprehension and vocabulary, an occupational interest test, and proficiency examinations in basic courses such as math, English, science, and so forth.

At this point, the interpretation of scores by counselors usually occuring after the testing process becomes a serious undertaking but is one that must be met with extreme delicacy. The reason for this is that any individual can be discouraged easily. Test scores, like many examinations, merely show level of proficiency at national levels. What's more they never indicate how much one can learn and retain given developmental course assistance. It is a known fact, for instance, that many junior colleges have a developmental program in mathematics, English, reading and the like. This kind of program can do much for individuals who have been out of the world of the classroom. Moreover, it does wonders for a student's self-confidence.

The interpretation of tests by counselors should be utilized as a means to place a student in the proper course; that is, developmental or the freshman college curriculum. The placement process should be explained to a student to avoid any disillusionment on her/his part.

The fact that one makes poor scores according to a college test does not predict level of success for anyone. Unfortunately many college counseling centers have made the entrance requirements so scientific that they have disregarded the significance of human motivation and the desire it can have in making an individual relearn what she/he was badly taught at all years back. Colleges also may blind themselves to cultural differences of examinations. Therefore, A.F.D.C. students must be reminded to disregard the test scores and it must be pointed out that the testing process was merely procedural. Students must be made aware that their entrance into a higher institution of learning is developmental. In other words, students do not enter college because they know everything; they enter it in order to discover what they do not know through research and instruction. Students must be reminded that if their desire to succeed remains firm and if they maintain their determination to make up the courses they are not quite prepared for, they will be successful.

Once the test results are disseminated to the students it is desirable, as part of this pre-college program, to establish and conduct clinics in mathematics, English, and general science principles. These clinic sessions will give a student a head-start in what to expect once a more formal environment takes place. It also reinforces a student's knowledge of what she/he knows.

The Counseling Process

After the students have been tested and they have been given the news regarding their scores the counselor plays a major role in her/his college retention. The counseling process encompasses many aspects such as: attitude of a counselor; interviewing approach; career selection; assessment of test scores; program placement; time-management scheduling; a graduation plan; community supportive services; personal counseling and, lastly follow-through.

Background of Counselor

The attitude of a counselor once again plays a significant role in maintaining a student's self-confidence and retention in school. It seems that positive attitude is a trait that must be always vibrant and alive. It has always been my contention that oftentimes an employee serving in the capacity of a counselor must have had relative epxeriences so that this individual can identify with the problems of A.F.D.C., low-income women.

Empathy towards a client's needs and aspirations can be demonstrated easier with the proper social background of a counselor. Many of our two-year colleges are rapidly becoming major receptors of low-income students. Therefore, college staff should reflect individuals who have been successful but who were once low-income.

A counselor's personal value system should also be assessed by those individuals doing the hiring. In fact, space should be provided in the application form where a counselor will describe his social background and experience with low-income students. Human beings in any society function in relationship to their established value system and also project it in their work environment. A counselor's value system can make the difference in how she/he perceives the reality of many economic and social factors that often become obstacles towards college success for the A.F.D.C. student.

Interviewing Process

A counselor's initial questioning of A.F.D.C. students involves assisting in the selection of an individual's major or field of concentration. A counselor must be careful at this point not to perpetuate sex stereotyped careers for women. For example, the A.F.D.C. student might express a desire to become a registered nurse. But, this might be because many ethnic groups and women have been socialized into aspiring towards certain careers. This has been caused by an absence of role models within their social groups. Many Chicano(a)s and Blacks are therefore attracted to careers such as licensed vocational nursing; registered nurse, and so forth.

A counselor can easily discourage a student through the interviewing process by indicating that the growing trend is towards nontraditional careers. As long as the program exists at the college that should be enough for a counselor to know.

Career Selection

Although it may seem that an A.F.D.C. student's career aspirations are what most women are conditioned to pursuing, a counselor should utilize the opportunity to explore and introduce other career opportunities related to her expressed interest. Registered nursing, for example may encompass Nuclear Radiologic Technician, Medical Technologist, and so forth. The student's work history must also be evaluated. Her plan of action to reach this goal should be assessed by the counselor. Insecurities about reaching these goals must be searched so that the counselor can offer resources that will quell any apprehensions by the student. Many insecurities such as whether financial assistance is available at a four-year institution can be eased once a counselor provides this information. In addition, information about supportive services, for example, tutorial assistance, must be made available. This kind of information reduces the chances of a student losing confidence in the academic process.

Graduation Plan Aid to Proper Course Placement

It is strongly recommended that a counselor devise a graduation plan for the A.F.D.C. student. This graduation plan should include a time-line agreed on by the counselee (A.F.D.C. student) and the counselor. It goes without saying that this time-line graduation plan should be a realistic one. This may be a plan

that allows for a rest period if the student calls for it and that does not push an imbalance of courses causing the student to fail the semester. In its perspectives, this graduation plan allows both student and counselor to reflect on program process. It benefits the counselor in keeping the time factor in the forefront of things.

Assessment of Examination Scores

Once a woman has indicated her career goals and a counselor has informed her about the accessibility of other nontraditional goals, assessment of vocational and academic examinations is encouraged. Briefly, the scores received on the college entrance test should be reviewed for course placement into the program of her choice, keeping in mind that the placement criteria with which she has been assessed are according to college policy.

Program Placement

Program placement is a very significant part of the counseling process and very often sets the stage for developmental sutdies that will strengthen course competency. It is also crucial because if program placement is not handled correctly any individual can be taking courses semester after semester without ever fulfilling prerequisite courses for the projected major. Time, also, becomes vital because if a student is not counseled accordingly, many courses taken are a waste of time towards fulfilling prerequisites for major program courses. In relationship to a woman's mental health poor program planning only reinforces her life-time frustrations of the cycle of poverty. Time is the essence in today's modern world and more so to individuals who have met failure and rejection in each and every endeavor. Many two-year program curriculums can be completed in a year-and-a-half if a counselor is aware that time is a vital factor to any student.

The imbalance of courses can easily occur whether or not a graduation plan is devised. This is due to a student having the ultimate decision on how heavy a course load they prefer. Yet, the counselor, who often has placement authorization, can veto a heavy load by refusing to authorize it thereby minimizing a student's path towards failure.

An example of course imbalances may be the scheduling of biology, chemistry, and mathematic courses during either a regular semester or summer terms. The imbalance is caused because of the overload in science courses which often prevents a student

from preparing her/his lesson plans and study time. In addition, for a first-year student it causes adjustment problems with family and personal responsibilities. It is here that a counselor should signal to the student the dangers of such a lopsided program schedule. Perhaps doing a time management schedule would make the student realize how unrealistic it is to take on such a feat as fifteen to eighteen semester hours with courses I have mentioned. This is not to say that the A.F.D.C. student is incompetent or incapable of handling such a load, but it is a precaution a counselor should take to assist the student in putting all responsibilities in their proper perspective.

Time Management Scheduling

It has been my experience that utilizing a time management schedule is an effective instrument that will focus on all of the student's responsibilities, that is, academic, personal (includes social), family and work.

This instrument is a good medium for the initiation of in-depth counseling. Moreover, it is a way of making a student measure how much time there will actually be needed to devote to studies. A time line of daily activities allows for morning preparation of self, children, household chores, if any, and also time enough to see the children to school. It also takes into consideration traveling time. Most A.F.D.C. students utilize the city's mass transportation system such as the bus. Enough time in-between classes for studying or taking care of school business must be allotted. The goal of studying two hours per day per course should become a guage for any counselor to monitor the student. (See chart)

Time management rescheduling should be conducted periodically throughout a semester. It is a good technique to assess how many days and weeks of actual study time a student has put forth. This process is time consuming but quantitatively measures actual study time based on the student's sincere response. It also assumes that the counselor has or will have a good rapport with the student to support her/him each time this process is initiated.

Permitting a student to go through an unevenly distributed course plan without the benefit of this scheduling exercise will certainly result in a poor self-image, nervous condition and ultimate failure for the A.F.D.C. student. It would only put the individual behind and lower her self-confidence in the long run.

A.F.D.C. STUDENT

TIME MANAGEMENT SCHEDULE

Name of Student _____ Semester _____

Time	MONDAY / WEDNESDAY / FRIDAY
5:30	Family Preparation time
7:00	Day Care/School - Breakfast Snack
8:00	Traveling Time
8:50	" "
9:00	Math 303
9:50	" "
10:00	Sociology 301
10:50	" "
11:00	Lunch
11:50	"
12:00	Psychology 301
12:50	" "
1:00	Library Time
1:50	" "
2:00	Library Time
2:50	" "
3:00	Return Home - Pick up Children
3:50	After school/Child Care Center
4:00	Prepare Family Meal
4:50	" " "
5:00	Prepare Family Meal
5:50	" " "
6:00	Prepare Family Meal
6:50	" " "
7:00	Prepare Family Meal
7:50	" " "
8:00	Study Time
11:00	" "

Time	TUESDAY / THURSDAY
5:30	Family preparation time
6:30	Day Care/School - Breakfast
7:00	Traveling Time
8:10	" "
8:25	History 315
9:40	" "
9:50	Library Time
10:40	" "
11:00	Lunch
12:00	"
12:00	Library Time
12:50	" "
1:00	Library Time
1:50	" "
2:00	Library Time
2:50	" "
3:00	Return Home - Pick up Children
3:50	After School/Child Care Center
4:00	Prepare Family Meal
4:50	" " "
5:00	Prepare Family Meal
5:50	" " "
6:00	Prepare Family Meal
6:50	" " "
7:00	Prepare Family Meal
7:50	" " "
8:00	Study Time
11:00	" "

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Personal Counseling

The mental health of any individual undoubtedly determines the degree of coping with any new life style a person has chosen. Coupled with this is the strength of a person's value system toward success and the strength of those values that relate to the total life (namely, family and personal-social) of an individual to maintain a new level of living.

In working with the A.F.D.C. students, I have found that a counselor must interact with a person's present value system and the aspired value system which, in the counseling process, a student communicates a wish to reach.

A contemporary technique being utilized by counselors which has been helpful in unraveling this phase of the counselor-counselee process is the Values Clarification method. This is a very unique way of beginning to plot the personal history of a client and, consequently, the value exposure, value development, and set values she/he has. It will usually begin with a discussion of the person's family upbringing. It may proceed to analyze school experiences and adolescences. The married or unmarried life experience will be communicated. The student's culture conflicts, motivations, disappointments, aggressions, and aspirations will form a picture that can chart the strategy a counselor can take towards assisting an individual to implement or continue practicing his/her new or basic value system. The ultimate effect hopefully will be a strengthening one towards the perseverance of acquiring an education.

Delving into the values clarification process will also yield to a counselor the aspirational values of the A.F.D.C. counselee. The goal to succeed be it as a Licensed Vocational Nurse, plumber or professional will be closer to assessment at this stage. The process yields information that measures the sincerity of a person and also any actions that demonstrate instability in reaching set goals. The strength that is natural to a person will be perceived and deficiencies will be clear enough to begin building a personality that is independent and self-sustaining. Only in this manner can a counselor find out whether career goals set are attainable through a student's determination.

Community Supportive Services

The linkage of a junior college to community social services, to my knowledge, has never been established. However, I wish to introduce this concept because of its merits in the retention of

A.F.D.C. women in college. The problem of retention and the desire in acquiring the training needed should be ready to be addressed by a counselor. This can be accomplished by the college's counseling center keeping in contact with three (3) basic community services: child care, housing and charitable organizations.

Child care services are very often provided by social service agencies and the Department of Human Resources, college day care centers and so forth. The impact of a college counseling center assisting a student in obtaining these kinds of services is critical because a day care center enroute to the college or on campus could very easily increase retention of a student. Ideally, the colleges should work in encouraging social service centers and the welfare department to establish child care centers in and around junior colleges and universities. It would free the student from having to leave the campus an hour-and-a-half early to travel home by bus. This would give the student more time to utilize existent student services such as the library, job placement services, and so forth.

Housing and Urban Development (HUD) agencies through city housing organizations have such services as the Rent-lease program for low-income families. A.F.D.C. women would have no problems qualifying for this benefit. It often pays ninety percent (90%) of the rent with the tenant paying the remaining ten percent (10%). If a student were wise about these housing services and a counselor alert to the function of such a program, the student could rent an apartment or home that includes utilities as part of the rent, thereby relieving any extra expenses on the part of the student. Needless to say, the student would begin to feel the process of becoming part of mainstream society instead of being confined to the housing projects. Many would opt to locate their place of dwelling near the college, making college services accessible to them.

Crisis situations may arise as an A.F.D.C. recipient is receiving an education; for instance, eye sight problems are discovered after being in a classroom. Welfare services very often do not cover the purchase of eyeglasses. This is when such organizations such as the local Lions Clubs can be utilized. My experience with these service organizations have been very positive. Their assistance should be recruited.

Follow-Through

The pivotal point to everything that has been discussed in the counseling process can have no shape and create no efficiency if it is not followed through. This very basic behavior must be

part of any counselor's job performance for the entire system to work and for an A.F.D.C. woman to become the receptor of productive services. It basically involves a counselor's setting up appointment after appointment in order to continue the monitoring process. Moreover, it requires an individual that always has an open door towards meeting the student's needs.

CONCLUSION

An effective career counseling system for A.F.D.C. women who go to college is feasible. However, it must be a comprehensive one that involves personalized attention and the utilization of college student services to deal with this very special group. It involves the college's reaching out for assistance from community services and community services reaching out to assist the colleges.

PART TWO

LOW-INCOME FEMALE HOUSEHOLD HEADS:

WHO ARE THEY? WHAT ARE THEIR NEEDS?

These following two chapters relates the significant elements in the development of potentially successful education and employment preparation programs for the low-income female head of household. In Chapter Four, Deluvina Hernandez discusses and analyzes a San Antonio survey of twenty-seven low-income heads of household which emphasized the need for sensitivity toward the plight of the single parent family.

Chapter Four by Cota-Robles Suarez presents and analyzes a national questionaire sent to persons working with or concerned with the education and employment of the low income head of household women, especially the minority female. The questionaire response includes conceptualization of issues and resolutions regarding education and training for the low-income female head of household.

Female Headed Households on Welfare or on a Low-Income

CHAPTER FOUR

by

DELUVINA HERNANDEZ

Sensitivity Toward and Awareness of the Plight of Single Parent Families (Female Headed) on Welfare or on a Low-Income

The material for this chapter is based on local (San Antonio, Texas) survey of twenty-seven low-income women who head households, twenty-four of whom are on welfare through the A.F.D.C. Program (Aid to Families with Dependent Children Program). The survey utilized an interview schedule which was administered by our own Community Liaison wherever she could meet the women at their convenience--in their homes, in restaurants, and in a lounge. The questions were primarily open ended so that the women could freely express their opinions, feelings, and attitudes without restrictions.

The emphasis was on Chicanas who head households and are low-income, most of whom in our sample are on welfare. We focused on Chicanas because with our limited financial and personnel resources these were the women most easily accessible for the local survey. They were more easily accessible for us than women of other racial or ethnic groups because we had already built up strong channels of communication with them as a result of previous efforts.

The interviews were conducted in English and in Spanish. The interview schedule was printed in both languages. Each initial interview lasted anywhere from two hours to four and one-half hours, depending on how talkative the women were and how much time they had on that day. The interviews were the springboard for further conversation with the women on later dates.

We asked the women sixty-six questions about nine major topics: (1) the welfare check they receive each month; (2) food stamps; (3) housing; (4) the condition of their health; (6) education or training programs that exist now; (7) the kinds of education or job training program that they think are needed; (8) the kinds of persons that work or should work in these types of programs; and (9) the services needed to make these programs successful. In all questions, the women had the opportunity to express whatever they felt, thought, or believed. Rarely, do professionals have the chance to really listen to what recipients have to say at length about the services provided. Generally in publications, professionals end up talking to themselves and to each other. So, we have incorporated into this chapter what the women told us.

Profile of the Families in the Sample.

All of the families in this sample (N=27) live on a low fixed income ranging from $86 to $313 per month except for one family on social security that live on $425 per month. Twenty-four of the twenty-seven families in the sample are on welfare through the A.F.D.C. (Aid to Families with Dependent Children) Program. More than half of the families live on $164 or less per month. The average monthly income is about $167 monthly (excluding the family with $425 from Social Security). However, seventeen of the twenty-seven families live on a monthly income of between $86 and $164 and twenty-two out of the twenty-seven families live on $225 or less per month.

The ages of the household heads range from nineteen to fifty-two years. More than half of them are under thirty-five years of age. More than half are between thirty-one and forty years of age. The average age is about thirty-four years.

The educational level of the household heads ranges from the first grade to high school or high school equivalency (G.E.D.)

certificate. The average educational level of the household heads in this sample is between the eighth and ninth grades.

The number of children in the families ranges from one to nine. Half of the families have three children; the other half have from four to nine children. The average family has three or four children.

The ages of the children range from ten months to eighteen years. Most of the children are between six and fifteen years of age. Twenty percent, however, are under five years of age. Female children just barely outnumber male children. In the six-to-ten years age group, girls outnumber boys more than two-to-one. There is a fairly even number of girls and boys in the eleven-to-fifteen years age group.

The length of time on welfare ranges from eight months to seventeen years for the families in this sample. More than half of them have been on welfare seven and one-half years or less. While the average is about seven and one-third years, a little more than half of the families have been on welfare between four and nine years.

The Family's Economic Situation.

The low fixed monthly income assures that these families are continually poorly fed, clothed and housed. They have no resources on which to draw from. Their income is fixed at such a low level that credit buying, except from home peddlers, is not commonly available resource. They are trapped. Being on welfare almost forces most of the women to have a "boyfriend" (this is the term most commonly used to refer to their male companion) to help with money, food, and clothes because they "have to get help from somebody or somewhere."

One of the most ironic questions asked by the welfare caseworker every month or two or whenever the women have to reapply for continuation of their welfare grant and other benefits is related to the amount of cash on hand at the time of the reapplication. In reply to our question regarding how long the welfare grant lasts the answers were fairly consistent:

1. (Laughing....) Two weeks if I make it stretch.
2. A veces ni la semana. (Sometimes, not even the first week.)
3. Just a couple of days with $86. I pay my rent which is $56 and my food stamps which I pay $10, and my life insurance, which leaves me with $9.00.
4. That is a stupid question. The minute I get it, it's gone man!

5. It doesn't last because by the time I get it, I owe it all.
6. I see it for about two days.
7. About one day only. I get it one day and it's gone the next day.
8. Ningun dia. Se me va en un dia. (Not even a day. It's gone in one day.)
9. The sooner I get it the sooner it goes.

The purchase of clothing is almost out of the question for these families as one respondent epitomized the situation for all of them: "No hombre, que tienes!" (No man, what's wrong with you.") Another laughs hilariously and said, "Hand-me-downs are really useful, because I can only buy undergarments whenever there is a little left." Another said that, "Sometimes I don't pay what I have to in order to buy clothes for the kids, but then I have to double my payments." "Puro layaways que hago," says another woman, "o a veces les compro de segundas." (nothing but layaways that I set aside or else I buy them at thrift shops.) Most of the clothes that are purchased are for the children.

Clothing for the household head is an even greater hardship. They clothe themselves in various ways: "I usually get my clothes by going to flea markets, and my mother buys me things." Another says, "I get clothes from the church or things that my sister gives me or from friends. Sometimes I get clothes from rummage sales---whenever I want something new, I put it in layaway." Another says, "Si no puedo para los chamacos---menos para mi. No e podido comprar nada--nomas con cosas que me dan o de las segundas." (If I can't buy for the kids--less can I buy for myself. I have not been able to buy anything--I make it with things that are given to me or from the thrift shops.)

Although businesses are not supposed to discriminate against welfare recipients in their credit-granting policies, the women on welfare usually do have difficulty obtaining credit for purchasing needed clothing and household items. Some of their comments include: "As soon as they know that I'm on welfare they give me a dirty look---I've heard there are places that give you credit---but I couldn't afford it anyway," "I got credit in a small furniture store. I had to give a big down payment---I had to pay the down payment in payments until I completed the down payment, then they let me buy something." "I've never tried to get credit," said another woman, "because I've heard that they never give credit to women on welfare." Sometimes, a woman is driven to misrepresentation of her economic situation in order to obtain credit to buy needed furniture; "I've had to lie to get credit. I've had to lie about having a job and I've had to get people to back me up. In other stores I haven't been able to get credit because I'm on welfare, so I lied about working

and that's how I got credit in a furniture store. I always pay my bills somehow, but all they care about is that you're on welfare." Some women have obtained credit accounts by having a parent of sister cosign and making a big down-payment but most of them cannot obtain a cosigner nor do they have a big down-payment to make so they do without needed household items or clothing.

Food is a precious commodity for the families on welfare because there is not enough of it; the food stamps last until the third week of every month. "On the third week, I usually don't have anymore. I do with whatever I have left - sopitas, fideo, arroz, beans and things like that." (--stove-top casserols, noodles, rice.....) Another woman says she borrows food stamps and gets meat from a peddler or things from the milkman. Still other women must rely on help from their "boyfriend": "On the last day of the month hay veces que consigo dinero con mi chavo." (...there are times when I get money from my boyfriend.) Limitation is the key word as expressed by one respondent: "Se me acaban en las ultimas dos semanas del mes. Nunca se me acaba la comida proque siempre tengo que limitarme con la comida para que nunca esten mis hijos sin comida." (My food stamps run out the last two weeks of the month. I never run out of food because I always have to limit the food so that my children will never be without food.)

More than half of the women buy from the milkman when the food stamps run out. They, like the ones who refuse to purchase from that source, realize that the milkman's items are much more expensive than what they buy at the supermarket. But, they have no choice, so they buy eggs, milk, butter, juices, cheese, and sometimes ice cream from the milkman. Then, when the check arrives, they must immediately pay the milkman's bill in full with their new supply of food stamps. The food stamp shortage cycle is set to be repeated.

One frequently hears people say, "Well, why don't welfare families get help from their relatives if they don't have enough money for food and clothes!" Comments like this are usually made in an angry or resentful tone because the ordinary taxpayer generally does not know the extent of the hardships that female headed families on welfare undergo and that they rarely have relatives to fall back on for their needs. Out of the twenty-seven women heading families in our local sample, only four of them said they could borrow from a relative such as a grandfather, aunt, or parents. Three of them said they always have to pay back what they borrow from relatives. This is hard to do. The other women, however, all said they had no relatives that could help them for various reasons such as: "They don't have enough for themselves." "My parents are in another state." "It would be a miracle if they did." "No, never." "In no way." "No, never. They never bother to help me out."

Family Housing.

Most families on welfare have little choice as to where they will live or the conditions under which they will live. The low income with which they must survive and the low cost of living in publicly supported housing projects automatically leads to low-income families into this type of housing in most cases. Even in these housing projects there is usually a long waiting list.

There are many reasons why public housing projects are not considered by the mothers on welfare, a good environment in which to raise their children. The experience of one family noted below is not untypical of the many families living in public housing. The lack of adequate maintenance in public housing projects is one of the biggest grievances of tenants. For example:

The tenants are dissatisfied with other conditions that exist in the public housing projects. These include, "mainly unsanitary conditions and no maintenance and boys sniffing glue. Also, there are no security guards." "My main problem is fighting with neighbors over the kids and lack of security." "There is breaking and entering, fights and even killings and also the condition that the apartments are in." "Especially the maintenance. They never try to do anything around here, like repairs and plumbing and all that." "Aqui no te componen nada." (Here they don't repair anything for you.) "Kids with pot---breaking and entering taking what little we have." "Around here it's very quiet, so I don't have any problems, but over there further down---boy, there is killings and big fights---it's a mess over there." "There is a lot of noise with the tenants around here and we can't sleep at night or have any peace."

Living in public housing projects affects the tenants' mental and physical health. Asked if living under those conditions has affected their health in any way, fourteen of the twenty-seven said that their nerves were affected. "Si, de nervios y de mortificaciones por los chamacos that fight with each other." (Yes, from my nerves and from worries over the kids that fight with each other.) "Or, I get high blood pressure because of all the worries I have with the kids---not to get involved with kids that sniff glue." "Yes, of my nerves and my kids are always with sores because of all the roaches---they don't exterminate very often, or when they do the medicine they use doesn't get rid of them." "Yes, getting fatter that's all." "I eat more and I've gained a lot of weight because there is nothing to do around here." "I get more uptight and on nerves all the time."

Generally, the bond that the tenants share is that of being economically disadvantaged or just plain poor. This sometimes brings some of the families together out of a need to survive, not to mention the closeness of the apartment units to each other.

"Estamos todas muy cerquitas de unas con otras y siempre nos juntamos a platicar o a tomar cafe." (We are very close to each other and we always get together to chat or drink coffee.) "I have more friends here because all the people around here are in the same situation and we all share the same problems." "I've gotten to be more talkative. At first, I would always be very apart and I didn't want to talk to anybody." "We women get together and talk and sometimes we get out and have a good time. We also help each other out whenever we need something."

The tenants generally stay in public housing "because it's cheaper. We don't have to pay utilities or a high rent." "Houses are very high and the utilities are very high also. I just couldn't afford it. I barely make it here." "I couldn't afford to rent a house because of the high rents and utility bills and with my $86 a month I wouldn't make it."

Effect on Welfare Dependency on Health.

Most of the women in this local sample report being under on-going stress, tension and frsutration causing them to have had to take tranquilizers at some time or another. Their physical health seems to be affected also as a result of the stress-related emotional problems. Fifteen of the twenty-seven women have been hospitalized one-to-five times; five have been in twice; five have been in three-to-five times. Six have been hospitalized for stress-related reasons. Asked if they thought their health has been affected because of their dependency on welfare, their responses were fairly similar. "Oh, yes! Mentally becuase of financial problems." "Well, I guess it has." Financially when I can't get my kids what they need I usually get on nerves." "Yes, if you have money problems your nerves tend to go haywire---and then I have to go see a doctor." "No, only from my nerves." "No,---only on nerves and my high blood pressure because of my low-income and because I can't afford to get out of here or buy what I need or what the kids need." "Only nerves. I usually get on nerves everytime there is a change on my application. I'm always afraid that they will take away my whole check."

Twenty of the twenty-seven women have had to go see a doctor for stress-related concerns and have at some time, or currently, been on tranquilizers, primarily Valium. Five have been treated for depression; two have been hospitalized for observation and have been treated for depression. One has an ulcer; two complain of frequent headaches and two of high blood pressure. Other problems include bladder (3), kidney (4), hysterectomy operations (2), and appendicitis (2).

Health, however, is not the biggest reason for the women not finding jobs and getting off of welfare. Sixty-two percent

of the women in our sample said that poor health is not their reason for not working. Seventeen said that they don't work because they know that they don't have the skills to compete for good-paying jobs and that is why some of them do not even try anymore. Lack of education and job skills are the main reasons that so many female household heads on welfare remain on welfare.

Length of Time on Welfare.

The length of time on welfare ranges from eight months to seventeen years in this sample. More than half have been on welfare seven and one-half years or less. About half have been on welfare five years or less. One-fourth of them have been on welfare six-to-ten years. Almost one-fifth have been on welfare eleven-to-seventeen years. The average for this small sample is around seven and one-third years.

Getting Off of Welfare.

All of the women believe life would be easier off of welfare only with a good-paying job. But it is hard for them to get off of welfare. Some of the reasons include the following: "I would have to earn enough to pay bills, medical care, and buy what my kids need." "I can't even buy clothes to go job hunting in." "I don't have the education for a good-paying job." "It's hard to find a babysitter." "I have very poor transportation." "Being on welfare means security." "Good health means having to have good medical services." "Only low-paying jobs are available." "I have no job experience."

Most of the women have not looked into training programs because they do not think they will be able to get a good-paying job. They tend to think that W.I.N. (Work Incentive Program) will only place them in low-paying menial jobs. They also realize that they would lose most of their benefits and be worse off with a low-paying job than they are on welfare where at least their medical care is assured. They fear losing their medical care for themselves and especially for their children. They know their check will be taken away or greatly reduced. They know the cost of their food stamps will go up. They know their rent will be raised. They know they will have to pay for babysitting. They know their work will be doubled. And they know that they will be in the same or worse situation than they are on welfare. Fifteen of the women said they have tried looking for jobs but decided not to work when they found that the only jobs they were offered were very low paying and they considered the loss of or cut in welfare

benefits leading toward more extreme hardships than they have under welfare. So, the women just stay on welfare.

Asked how much money they would like to earn in order to make it off of welfare, more than half (fifteen out of twenty-seven) said they would need $600-$900 per month. Eleven thought they could make it on $440-$530 a month. Most of them, however, would have to have $600-$800 a month operating money to be free of welfare completely.

Although the women have been unable to accept permanent jobs because of the lack of education and job skills which have meant low-paying jobs, they have had to make-up for what the welfare does not provide them (public assistance provides about 65-75 percent of what it would take to be at poverty level) so that their families at least approach poverty level instead of dire deprivation. They do this by taking odd jobs such as baby-sitting at home, housecleaning for others, ironing and washing clothes for others, waitressing, making items at home to sell (such as quilts), working carnival booths when the carnival comes to town annually, cleaning offices sometimes for small local organizations, and sometimes (if they have access to or can borrow a sewing machine) they sew at home for friends. These are all temporary, part-time, and sporadic jobs that can in no way provide a living for them but without which they and their children would barely survive.

Women who do not take odd jobs because they fear penalties from the welfare office if they are found out find themselves in the position of having to accept help (money, groceries, clothes for the children) from a "boyfriend" (The term they most often use). However, the welfare frowns deeply on their having a "boyfriend" help them out. So, the "boyfriend" can create another set of problems and frustrations for the women on welfare. Even when they do take odd jobs they still have to have help from a "boyfriend". Twenty-two of the twenty-seven female household heads in our small sample said that being on welfare almost forces them to have a "boyfriend" because, "You have to get help from somebody or somewhere."

Education and Job Training Aspirations.

Although a big majority of the women believe they need more education, they tend to prefer skills training programs or on-the-job training in order to get good-paying jobs because of the urgency of their financial problems and because of their low self-concept in terms of their learning capacities. Comments such as the following are common among them: "I wish I could learn a lot,

but it seems so hard for me." "I know it's impossible for me." "It wouldn't be any use for me even if I tried." "I won't learn. I'm too old." "When one can't learn, what can one do?" "It's no use for me."

A little more than half of the women said they would like jobs related to medical services (hospital aides, 6; doctor's receptionist/assistant, 3; Registered Nurse or Licensed Vocational Nurse, 3; or office work. Only three indicated a preference for jobs that women have been conditioned to consider "man-type jobs" ---welding, and upholstery. Three said they would like custodial jobs because they have no education. The answers the women gave to this question undoubtedly reflect the kind of work they think is currently accessible to them considering the limited resources available to them in terms of education and job training. This speculation is made on the basis of the very different answers they gave when asked later in the interview about the kinds of skills training they would like to have available through an education or job preparation program.

When the women thought about job aspirations on the basis of their preference when they fantasized that the opportunities could become available, they mentioned more options in both the medical services and in office skills, as well as more blue collar "man-type" jobs, and other miscellaneous jobs--with only one still mentioning hospital housekeeping because she has only about a first grade education. Eleven of them mentioned training for such office skills as business management, bookkeeping, switchboard operator, telephone operator, file clerk, doctors receptionist because they were neat, easy, clean jobs; because that's where the money is; and because they offer permanency and a pleasant working environment.

Nine mentioned medical skills training such as x-ray technician, laboratory technician, nursing (R.N. or LVN), dental assistant, doctor's assistant again because that is where they see the money to be made and because they offer permanency. They believe they "could make it better with these kinds of jobs."

Eleven mentioned blue-collar occupations such as mechanic, welding, carpentry, upholstery, bus driver, telephone installer, electronic technician because they pay high wages, offer permanency, and women would like these jobs and could do them.

Even the women with very limited education indicated higher job aspirations when they imagined that training would really be possible. Two said it would be easy for them to learn cashiering; one said she could learn to be a teacher's aide and would like it; two said they could learn to work in a child care center.

When a woman on welfare chooses to go on to college, she frequently encounters major obstacles that can cause her to decide to drop out because the help she needs is just not available to her. This was the experience of a young mother (in her late twenties) of four young children (pre-teens) who obtained her G.E.D. (high school equivalency) Certificate through the Texas Vocational Rehabilitation Program. She then decided to go to the local community college and take a two-year course for Medical Secretary. She said she started off doing very well and then encountered problems that she could not surmount without help.

Experiences with Existing Programs.

Two-thirds of the women in the sample have participated in some kind of education or job preparation program at some time. These Programs include on-the-job training, General Education (G.E.D. - high school equivalency) classes, Work Incentive Program (W.I.N.), Comprehensive Employment Training Act (C.E.T.A.) Program, Texas Vocational Rehabilitation Program, and home nursing aide program. All of them experienced disappointment and disillusionment except one of two that went through the Texas Vocational Rehabilitation Program.

Of the six that went to General Education (G.E.D.) classes, only one obtained the General Education Certificate. One said that she came out of there feeling less dumb. Two said the teacher missed a lot of classes so they lost interest. One couldn't read---she thought that was unfair because she wanted to learn.

Five went to the Work Incentive Program (W.I.N.) and found the Work Incentive Program never found them any kind of job or else placed them in positions which did not pay enough to leave or stay off of welfare. One said all she learned was "how to dress and look for a job." One got training for an occupation that did not later pay enough to stay off of welfare---beauty school training. Two enrolled in the Comprehensive Employment Training Act (C.E.T.A.) Program. They found that C.E.T.A. either wanted to pass them on to W.I.N. or else place them in low-paying jobs such as in a restaurant kitchen. Two went through some kind of on-the-job training program. One stated that she got no training out of it while the other said she had no help with transportation and child care problems.

Only one of the twenty-seven women consider the existing programs as doing enough for the women. Five don't know. But, twenty-one have definite opinions about the kinds of changes needed to make them more successful for the education or job preparation of women on welfare. Some of the changes they mentioned include: training for better paying jobs; more help with trans-

portation and child care; less education and more job training; more counseling; more time for preparing women for good jobs; less "talk" and more job action; connect the child care/transportation/dental/medical services so that the participants don't have to run around all over town for scattered services; find better jobs for women; more follow-up until women can be on their own; get rid of Work Incentive Program (W.I.N.); provide more preparation for the General Education (G.E.D.) before sending women to take the General Education tests so that they will have a better chance of passing them instead of running into another failure.

Education or Job Preparation Programs Needed.

Almost all of the women said that what is needed more are job training programs or programs that provide both education and job training. Only three of them think that education programs are needed more than job skills training programs.

Asked what services they would offer the women so that an education or job skills training program would be successful---if they were in charge of developing it they mentioned the following: child care (unanimous), transportation (unanimous), medical/dental services, choice in area of training, counseling to assure program completion, youth counseling for teenage children, caring-helpful-understanding personnel, minimum pay while in training, hours that wouldn't conflict greatly with home responsibilities, counseling for job-hunting, help in finding and getting placed in a good-paying job.

The personnel in these programs, they think, should be friendly and understanding rather than mainly serious (sober-faced) although one-third of them want them to be both friendly and serious. Their responses help to define their meaning of "friendly" and "serious". The three who think they should be "serious" equate seriousness with being careful in their work and being more meaningful and willing to help. The fifteen who want them to be "friendly" see them as people who "won't think they're better than us just because we're on welfare." "They will cheer us up and not make us feel down." "They won't make us feel out of place, nervous, and restless when they ask us questions." "They will make us feel good and at ease, and we can talk better to them and explain our problems." "We'll get further with them."

Those who want staff that are "friendly and serious" want people who are "more friendly than serious so we can be at ease." "Be business-like so that no one will take advantage of them." "They will know what they're doing and still not make us feel so bad." "If they treat us nice and serious at the same time, we'll really help them, but if they put too much pressure we won't help them."

More than half of the women think education/job preparation programs for women on welfare or low-income women should be run by women for the following reasons: more trustworthy; understand women better; you can talk better with a woman; more at east with a woman; more sensitive to what women go through; don't take advantage of women like men do; won't play favorites like men do with women who date them.

One-fourth of the women think it makes no difference whether it is a man or woman who runs these programs as long as they are understanding and know their job; as long as they know how to treat women. Four women think men would be better to run these programs because they are "less nosy than women" and they can be just as understanding and still more demanding and respectful in business than women.

Most of the women think that the persons who run such programs should be well educated and have the experience of working with low-income women. Half of these do not specify men or women; but, one-third specify that it be women. These persons, the women say, already know what women go through; they understand low-income women better; they know what they're getting into and know what to do. Those who specify that it be women say: "I could trust her and talk about my problems with her." "I would know that she would help us." "It would encourage women to know that she has had experience with low-income women."

Almost all of the women in the sample indicate that these programs should provide a referral service for dental care for the participants because this is not provided by their welfare medical benefits (except for extractions).

The kinds of problems the majority of the women think they would need counseling on while participating in an education or job preparation program include those related to: the men in their lives, their children, finding and keeping a job, being less timid and more assertive. They do not think they would need counseling on buying and preparing food, managing money, dealing with friends or neighbors, or personal grooming. Other areas in which they indicated counseling needs were: "Counseling in finding myself because sometimes I don't know if I'm coming or going"; legal matters, and "Counseling on how to treat my kids now that they are growing up."

Responding to a question concerning their preference as far as the sex of counselors in an education or job preparation program, two-thirds of the women specified a woman for reasons such as the following:

> She'd understand better the problems of women and personal things and would be more considerate. I'd be more at ease.

I could talk to her woman-to-woman.
A woman is more understanding than a man.
I could have more confidence in a woman.
She would give me better advice than a man.
Men usually take advantage of women.
A man usually makes me nervous.

Five women who said that either men or women or both were preferable gave reasons such as: "Men could talk to the boys and women with the girls." "As long as they know what they are doing and are able to help the women with their problems." Only four women stated a preference for men counselors because: "Sometimes a woman wants a man's opinion"; "They understand better than a woman"; "A man can always tell you what the other side is thinking of."

All but one of the women think the job training programs should have persons to help them find a good-paying job after they have completed those programs. Most of their answers reflected a sense of feeling lost if they were suddenly sent out on their own: "I won't know where to go." "I don't know where the good paying, permanent jobs are." "We wouldn't feel so lost as to where to go to find a good job." "It would show us they are really concerned about our well-being by observing what's being done to be sure that everything is all right." "If they don't keep in touch and help us find a good-paying job instead of just anything we might lose hope and just forget about it." "They usually know where the better jobs are and they give you a better reference." "They usually know where the better jobs are and they give you a better reference." "They have the experience on how to contact the persons of the companies or the kinds of jobs you were trained for."

The women expressed some final hopes and wishes about education and job preparation programs. For example:

I hope something good comes from all of this for women to start making their lives better as well as for the kids.
I hope they keep their promises and not be like the Presidents of the United States.
We want something better so that we can leave welfare.
They should give us more time to complete these programs.
I wish they would make a program for the people that are very slow in learning like me.
I hope there will be more programs for man-type jobs.
I would like more training programs where education won't be required.
They should provide something for kids to do during the summer to keep them busy while we participate in the programs.

In summary, the families on welfare live well below the poverty level. The effects of poverty and of dependency on public assistance are reflected in the total quality of life including the physical and mental health of the women who head these households. The effects are also felt by their children.

The education level of these relatively young household heads (average age 35.5 years) is low enough (averaging between a seventh and eighth grade education) to relegate them to the most menial and lowest paying occupations in the labor market. It is very difficult for them to leave the welfare rolls. Consequently, half of the families in this sample have been on welfare from four to nine years. The women believe they would be better off without welfare only if they found a high-paying job.

Most of the women think themselves incapable of studying, concentrating, and learning. So, they tend to prefer job skills training programs over education programs. Generally, they are disappointed with existing education or training programs, because these programs have not provided them with marketable skills that command high-paying jobs. Almost half want nontraditional job training -- that is, training for jobs for which they have been conditioned all their lives to consider "man-type" jobs. The other half think office skills ranging from business management to simple clerical training should be offered.

Program personnel, they think, should be friendly and understanding but serious enough to command a business-like respect. More than half want female-operated programs, but those women must be experienced in working with low-income women as well as being well educated.

To assure successful completion of a program, culminating in placement in a well paying job, the women would like to be assured to access to a variety of types of counseling about personal, economic, and interpersonal matters. They also want assertiveness and self-exploration training in order to achieve greater self-confidence and to be able to set goals and directions for themselves. Finally, they do not want to be immediately abandoned by the program as soon as they complete the preparation or training. They want help in finding and establishing themselves in a job that pays considerably more than minimum wage.

Education and Employment Programs for Low-Income Female Heads of Household

CHAPTER FIVE

by

CECILIA COTA-ROBLES SUAREZ

The material presented in this chapter is based on a national questionaire. The form was sent to 1100 persons concerned with the education and employment of the low-income women head of households. The purpose of the questionaire was to elicit attitudes, recommendations, conceptualization of problems and solutions regarding education and training for the low income woman who heads of a household. The response rate to the questionaire was 19.7%. These responses are from twenty five states, representing the northwest, west, midwest, east central, south, southeast, east, and northeast. The replies include 84% from the west and southwest, with 56% from the state of Texas.

Of the 218 respondents, 68% are women and 25.7% are men. The respondents' ages range from early twenties to past seventy. Most of the women are in their early thirties, while the majority of the men are in their forties. The educational level of the respondents range from less than a high school education to doctoral degrees. Most of the respondents have obtained four year college degrees. Of the women, 62% have at least a bachelor's degree, and 83% of the men had reached this level of schooling.

Over eighty percent (84.9%) of the respondents work or have worked with low income women. Nearly seventy percent (69.7%) of these are women and 29% are men. Sixty-two percent of those individuals who have worked or who work with low income women state that they have been or are dissatisfied in some manner with the work, procedures, or achievement of the programs with which they are familiar.

The respondents of the questionaire comprise a representative cross section of persons who work with or who have an interest in the education or training of the low income woman head of household. Nine categories with which the respondents are associated have been determined. This includes the following:

1. AFDC Program (Aid to Families with Dependent Children Program) 7%
2. Department of Human Resources 27
3. Private/community social services 18
4. School personnel 15
5. Job training or labor groups 6
6. Organization volunteers/private citizens 9
7. State/federal agencies 7
8. Health groups 5
9. Public housing management 1

The following table establishes the percentage of respondents in each of previously designated categories. The table shows the percentages who are dissatisfied with programs for the low-income woman head of household.

Table 1. Percent of Respondents Who Work With Low-Income Women Head of Household and Who are Dissatisfied With Program Efforts

CATEGORY	Percent of Sample	Percent Working with Low Income Women	Percent Dissatisfied with Programs for Low-Income Women
1	7	100	100
2	27	79	68
3	18	92	47
4	15	91	70
5	6	100	66
6	9	50	30
7	7	88	53
8	5	75	56
9	1	100	0

The AFDC recipient (all female) all have experience working with low income women and all are dissatisfied with programs for the low income woman head of household. Five other categories have 50% or more respondents who indicate dissatisfaction with programs for the low income woman head of household: 1) Department of Human Resources (68%); 2) school personnel (70%); 3) job training or labor groups (66%); 4) state/federal agencies (53%); and (5) health groups (56%). Three groups in the same have less than 50% dissatisfaction with such programs: 1) private/community social services (47%); 2) organization volunteers/private citizens (30%); and 3) public housing management (0%).

Although a small sampling, the AFDC recipients are unanimous in their dissatisfaction of programs for the low income female head of household. School personnel (91% having worked with low income female head of household) had 70% dissatisfaction and the Department of Human Resources (92% have experience working with low income female head of household) had 68% dissatisfaction. The four categories that showed the greatest dissatisfaction are those who usually work closely, in some manner with the low income female head of household or her family. Three other categories indicate a great deal of dissatisfaction with the programs: 1) job training or labor groups (66%); 2) health groups (56%); and state/federal groups (53%). Two categories indicate great dissatisfaction with programs: 1) organization volunteers/private citizens (30%) and 2) public housing management (0%). Yet only half of private citizens (30%) and 2) public housing management (0%). Yet only half of the volunteers/private citizens group have experience with the low income women who heads a household and the public housing management sampling was only 1% of the total. The large percentage of respondents who indicate a dissatisfaction with programs for the female low income head of household are those who have experience with these women. The fact that a great deal of the respondents are dissatisfied with these programs indicates a need for changes in the programs.

The questionaire consists of thirty-five multi-part closed questions. The instrument covers the following areas: 1) program- a) philosophical basis of program; b) personnel; c) program objectives and procedures; d) recruitment of participants; e) attributes of participants; 2) supportive services- a) financial; b) instructional materials; 3) program responsibilities; 4) counseling; and 5) successful program operation, referrals, and follow-up. Many of the respondents included insightful remarks regarding the topics presented. These are included in the following discussion.

THE PROGRAM

Philosophical Basis

Dewey (1944) defined philosophy as the general theory of education. Aims or objectives are derived from a philosophy of education (Rich, 1972). Tyler (1950) recommends that program objectives and the philosophy of the school should be mutually consistent with each other. In order to insure this, Tyler suggests a philosophical screening of program objectives and school philosophy in the development of curriculum. The philosophical basis for any program can therefore, give the impetus for the design and implementation to carry out the program's operation.

What then is considered a sound philosophical basis for education and training programs for low income head of household?

In the national survey, 89% of the respondents state that the emphasis should not be to place the woman in any type of employment. Two elements need to be taken into consideration: 1) that the training does not create problems in the woman's family; 2) that the position of employment is well-paying. According to 80% of the respondents, the woman with children under five years of age should not avoid seeking employment. Yet 69% of the men and 70% of the women of the survey respondents contend that the woman who can find a good baby-sitter should go to work.

Program Objectives

The objectives of a program should be clearly delineated in order that program staff and program participants know what to expect. Objectives will provide the staff and its participants: 1) the means for planning and for continued improvement; and 2) criteria by which materials are selected, procedures developed, and evaluation based (Tyler, 1950). It should be stressed that objectives are subjective and express the values of the program developers. Keeping in mind the previous chapter on racism or sexist values. That is objectives should be non-racist and non-sexist in nature.

In the survey, 27% of the respondents think that the objective of a program for low income head of household should be to introduce minority females to non-traditional jobs. Another 25% think that the objective of the program should be first to enhance the participant's educational status, such as obtaining a G.E.D. (a high school equivalency diploma). After the first objective is achieved, the subsequent objective should be to train the woman for employment which will allow her to adequately support her family. About one-fifth of the respondents think that the objectives of the program should be to train the woman for a job that is in high demand, obtain knowledge about employment options open to her, and job possibilities which will allow for her upward mobility. Also recommended is the enhancement of the woman's self-concept and self-reliance through training in self-awareness. One respondent states, "The woman must be given the right to choose her prefered occupation.... Educate her to understand the trade-off and let her make the choice."

Personnel

No matter what the program objectives are, what materials are provided, or what the focus of the program is determined, the responsibility of the implementation of the program lies with the personnel. Regardless of the program or how detailed

its theoretical framework, it is what the staff actually does that will affect the program participants. The staff, therefore, plays a significant part in the program's success. Of the sample surveyed, 89% consider that the administrative staff should not only have the necessary qualifications to implement the program, but should also gain the confidence and trust of the women in the program. College degrees, according to the respondents, are not imperative.

Recruitment of Participants

A good recruitment procedure will enable large numbers of women to learn about the program and make decisions regarding the program potential and the feasibility of becoming a participant. In the survey, the majority of the respondents (90%) think that the low income woman and the low income person in general needs special recruitment efforts. The following is the order in which respondents rated the various advertising techniques for education and training programs. The ranking is based on the combined category of "very effective" and "effective":

1. Television - 76%
2. Radio - 71%
3. Community Organizations - 71%
4. Small house gatherings - 67%
5. House to house dissemination - 65%
6. Church groups - 41%
7. Church bulletins - 35%
8. Throw away newspapers - 31%
9. School meetings - 30%
10. Daily newspapers - 27%
11. Professional groups - 22%

The respondents stated that information should be in the native language of the target group. Personal contact with sincerity was also mentioned. Other vehicles recommended are: outreach workers, mobil units, use of form and present trainees to spread information, use of professionals (clergy, social workers, teachers, etc.) as resource persons to arrange direct referrals to the program. According to the respondents, the use of daily newspapers to publicize the program is ineffective because most women on welfare do not subscribe to regular newspapers.

Attributes of participants

The selection of qualified candidates is important in ensuring the success of the program. Attributes of the participants

need to be pre-determined in order that the program staff and the participants are in accordance as to the type of person needed for the program. Almost ninety percent (88%) of the respondents indicate that the program should include the woman without a high school diploma. One person states, "The most need is below the GED or high school level". Yet some of the respondents contend that the participants who are the most likely to succeed should be selected in order that the program will have a better chance of success. "Train those first who have the best chance of improvement---good for the numbers game" states one respondent.

Nearly eighty percent (78%) think that a woman should not be made to accept any job that is available, but should be trained in the type of employment of her choosing. A little more than 85% (86%) think that a woman should have the right to challenge the counselor advice and should not be excluded from the program for doing so. One respondent states, "A counselor should not give advice". Therefore, a counselor should guide the participant and not tell her what to do. The women should be independent and not passive and submissive.

Age is sometimes a criteria for excluding a program participant. The respondents in the survey state that, there should not be an age limit for the program. Seventy percent state that participants can be over forty years of age. What is agedness? When is a woman too old to be educated or trained? Nearly one-third in the sample describe an older woman as one who is over 60 years of age, 17% consider an older woman as one who is over 50, and 17% describe an older woman as being forty years of age. There was unanimous agreement that age should not be a barrier to obtaining additional schooling or job training. One respondent states, "If Ms. Lilliam (Carter) can join the Peace Corps in her sixties, why discriminate? A brain does not die at sixty". Of the same, 89% think that there should not be any age limits for program participants. Ninety seven percent think that an older woman would go to school and 98% think that the older woman should be admitted to job training programs.

The survey also sought to obtain information regarding the quality of health of the participant and the quantity of children of the participant as criteria for being in an education or training program. Nearly all of the respondents (96%) consider that the program participants should be in fairly good health. About three fourths of the participants claim that a woman with more than four children will sometimes have too many home problems to complete the program. However, they do not think that the number of children a woman has is not a deterrant for successful participation in a program, but that the woman should have quality day care for her children. Some respondents state that a woman

with small children should be provided with a guaranteed income and allowed to stay at home to raise her children. The issue, though, is that the woman be allowed to make the choice of whether she is to work or stay at home with her children.

SUPPORTIVE SERVICES

Financial

One of the myths that abound in American society is that the woman on welfare is complacient in that situations and wants to continue obtaining relief. Contrary to this thinking, the 78% survey respondents think that the woman on welfare wants to better herself and get off of welfare. Yet some of the respondents related some of the existing stereotypes regarding the Chicana, such as "Chicanas like being home in a secure setting". Another stated that they key ingredient in getting off of welfare was the woman's age and length of time she has been on welfare. (They) should be persuaded to get off before they can set up a routine" states one person.

While participating in the program, the woman's physical and mental needs should be met. In order to fully participate in the program the woman should be in top physical and mental condition. Of the respondents in the survey, 89% state that the program should be responsible for the participant's physical and mental health needs. According to 86% of the respondents, the program should also have special connections with medical, dental, and psychological services in order to refer the program participants.

In many education and job training programs, the participants are given some type of stipend. This allows the program participants to take advantage of the program on a full time basis without having to go to work. More than 50% (57%) of the respondents in the survey think that some women expect to be paid in a program, while 22% think that most women do, and 17% think that very few women do.

Another area that will enable the program participants to successfully take part in a program is having provisions for child care, transportation and clothing. Child care services for program participants were considered very important by 88% of the respondents, while transportation was considered very important by 63% and important by 28%. Provisions for the program paying for clothing in order to meet the public was considered important by 33% and not so important by 46%. The program covering the cost of work clothes is considered important by 39%, not so important by 28%, and important by 25%. Sixty percent of the respondents think that most women will participate in an educa-

tion or training program without pay, but that the women will need to have certain services such as child care. Yet 29% of the respondents reply that some women will participate without pay. Of the total responses, only 6% reply that all women will participate without pay, and 6% believe that very few women will participate without a stipend.

Instructional Materials

The materials used in the program instruction will either enhance the learning process of the participants or stifle and hinder the participant's progress. Of the responses, more than 90% indicate that it is very important that instructional materials in the program be: 1) sensitive to the woman's needs as they are to the man's needs (93%), 2) non-stereotyping the woman into certain jobs (such as nurse's aide, cook, secretary, typist, maids, receptionist, etc.) while other types of employment (such as appliance repairers, refrigerator experts, telephone installers, taxi drivers, truck drivers, typewriter repairers, etc.) are for men only (92% response); and 3) depictions of the woman as intelligent and capable of learning the same types of job as the man and as able to earn the same salary as the male for the same job (94% response).

More than eighty percent (83%) state that it is very important that instructional materials or tools used in education or training programs for the low income women head of household be able to be utilized by anyone regardless of sex, age, height, or weight. Seventy-four percent of the respondents consider it very important that instructional materials take into consideration the customs, beliefs, and language of the participant. Yet some state if programs are to be sensitive to all ethnic/racial groups, this should also include the European groups.

PROGRAM RESPONSIBILITIES

In order for a program to be successful, delineation of responsibilities must be determined and adhered to. This will enable all parties concerned, whether program staff or program participants, to know exactly what each one's role is. In answering who is responsible for the various elements of a program, the possible reactions are: 1) both the program and the participant; 2) the participant; 3) the program.

Seven items of the question did receive more than 50% response that the responsibilities of the program should be shared by the program and the participant. These items are: 1) finding a well-paying job (74%); 2) finding satisfactory child care ser-

vices for the participant's children (68%); 3) adjusting the program schedule to the participant's home responsibilities (65%); 4) making provisions for adequate diet for the participant and her children (53%); 5) ensuring the adheres to the program schedule and assignments (61%).

Three items did receive more than 50% rating by the respondents who favor only the program being responsible. The items are: 1) providing for the costs of the participant's instructional materials (69%); 2) providing for transportation costs from the program location, to and from the baby-sitter or child care facilities (56%); and 3) providing the costs for child care (70%).

The respondents rate only two items 50% or more as being the responsibility of the participant alone. The items are: 1) maintaining employment after education or training (57%); and 2) keeping the participant's children out of trouble (66%).

COUNSELING

Counseling services in an education or training program can be a great support to the participant. Counseling can assist the program participant in relieving anxieties, solving problems, and finding employment. Areas in counseling services that are in the questionaire are: 1) characteristics of the counselor and 2) types of counseling services.

Counselor Characteristics

In order for counseling to be effective, the counselor should be able to relate to the woman. Psychology does not relate to the woman. Weisstein (1970) finds two causes for this failure: 1) psychology looks at inner characteristics of the individual, rather than viewing the person in her context; 2) clinicians utilize theories in practices without having documented evidence to support these theories. Female psychology is usually viewed from a male perspective. Chesler (1970) describes contemporary psychology as patriarchal, autocratic, and insensitive to the female. According to Chesler, the reason for these attitudes by psychology is that the field has been dominated by Freud and his disciples (such as Helen Deutsch, Marie Bonaparte, Bruno Bettleheim, Erik Erikson, etc.) who view the woman as a bearer of children, who envies the male penis. The concept of mental health in society then is masculine. To be healthy according to this theory, a woman should adjust to the sex stereotypes designated by a sexist society. Mental health services for the Chicana(o) population are also lacking in sensitivity to this target population. Delivery services in mental health are influenced by: 1) language barriers;

2) cultural conflicts; 3) class conflicts; and 4) geographic isolation (Torrey, 1972). Casas (1976) regards the cause of poor therapy due the the "Result of the basic ethnocentric belief system that permeates the society and, in particular various fields of social science. Holding to such a belief, it is easy to assume that everything does and should revolve around the majority culture". (p. 6). He is specifically critical of the psychologist defining culture as racial features, food, music, and language, rather than using an indepth analysis of culture. Padilla (1976) also criticizes the acceptance of stereotypic depictions of the Chicano culture by psychologists. He contends that psychologists in mental health programs should reject their concepts of thinking that they knew what was best of people, to include community participant and quality research on the Chicana(o) culture in programs.

In the qeustionaire, more than half of the respondents in the survey indicate that a male counselor can sometimes counsel the female participant as well as a female counselor can, while 30% think that a male counselor can counsel a female participant as well as a woman counselor most of the time. Only 9% of the respondents regard a male counselor as rarely or never being able to counsel a woman participant as well as a woman can. Forty-nine percent of the respondents indicate that the female counselor can relate better to the woman participant most of the time. More than three-fourths of the participants (78%) did not consider a college degree necessary for the counselor or other program personnel to do an effective job.

The majority of the respondents (60%) do not consider that background (racial ethnic, cultural, and linguistic) of the personnel an important attribute, as long as the staff member is able to relate to the participant and her needs. More than one third (38%) relate that race, ethnicity, cultural, and linguistic background of the counselor is not important. Eighty-eight percent think that the background of the counselor does not matter as long as the person is culturally and linguistically sensitive to the participant. Another eighty-eight percent indicate that the important characteristic of the counselor is not the counselor's background, but whether the counselor can understand and talk to the participant. It should be noted that if the background of the counselor is similar to that of the participants, the counselor will usually relate better to the participant. In light of the criticisms (of which there are many more than the ones cited) regarding therapy and counseling for woman and for the Chicana, it is extremely important exactly to know what are the attributes of a counselor which will relate positively to the participant.

Types of Counseling

A low income woman who is the sole support of her family has

many types of pressures and problems that need to be resolved and taken care of in order that she can best take advantage of an education or training program. She may require some type of counseling during the program duration. Counseling services in an education or training program can be: 1) academic or career counseling; and 2) personal counseling or therapy. Academic and career counseling is necessary to determine the necessary preparation for the type of career the participant seeks. Personal counseling can alleviate emotional problems and tensions that the participant may be experiencing.

A woman with a very low income having the responsibility of raising a family by herself may have many pressures and needs. If a program can anticipate the counseling needs of the participant, it will be easier to meet these needs. The survey sought to determine: 1) precipitating factors or situations which may lead to possible counseling needs; 2) potential problem areas that may need counseling.

If the program can identify the types of stressful conditions in which the woman may find herself in, it will be able to provide the type of guidance that the participant might need. In the survey, fifteen percipitating conditions are designated as being a combination of important or very important by at least 75% of the respondents. These conditions are: 1) having relatives to turn to (88%); 2) having friends to turn to (89%); 3) size of participant's family (85%); 4) number of children living with participant (85%); 5) participant having very young children or teenagers (84%); 6) housing conditions of participant's home or apartment (76%); 7) lack of privacy in the home (90%); 8) type of children's friends (84%); 9) type of neighborhood participant lives in (84%); 10) length of time since the participant's last job (86%); 11) length of time participant has been on welfare (81%); 12) participant's feelings about her intelligence or capabilities (95%); 13) length of time participant has been a head of household (84%); 14) type and quality of participant's education (85%); and 15) previous employment and length of that employment (86%). Only one item is considered very important by over fifty percent of the respondents. The item is the participant's feelings about her intelligence or her capabilities (71%). This corresponds with the response from the welfare recipients who are unanimous in stating that their low self-concept and lack of confidence are factors that the staff should take into consideration. Items that the respondents consider not important with at least 35% rating are: 1) having a "boyfriend" (53%); 2) whether it is the female children or male children who are discipline problems (38%); 3) age of the participant (38%); and 4) weight of the participant (44%).

The woman taking part in an education or training program may need counseling of some type. Identification of the type of

problems that a woman may face will allow the program personnel to anticipate the kinds of help the woman may need. At least 70% of the respondents strongly agree or agree that the participant may need counseling in eleven areas designated in the questionaire. The problem areas are: 1) coping with ex-husband, separated husband or male friend (74%); 2) finances (92%); 3) educational problems of participant's children (89%); 4) participant's self-concept (82%); 5) participant setting goals and adhering to them (95%); 5) utilizing institutions which may make her feel uncomfortable (83%); 7) participant communicating with teenage children (81%); 8) coping with persons in authority, such as landlords, policemen, school officials, etc. (92%); 9) coping with the judicial system (90%); 10) coping with welfare caseworkers (77%); 11) adjusting to full time responsibilities and responsibilities at home (91%). At least 50% of the respondents strongly agree that the following are potential counseling areas a woman may need: 1) finances (52%); 2) self-concept (52%); 3) setting and adhering to goals (65%); 4) utilizing institutions which may make the participant feel uncomfortable (56%); 5) handling people in authority (52%); 6) adjustment to full-time responsibilities of employment and responsibilities at home (64%). Only three items received over 30% in the combined categories of disagree and strongly disagree. These items are: 1) coping with relatives (39%); 2) coping with a "boyfriend" (39%); and 3) coping with nosey neighbors (45%).

PROGRAM OPERATIONS

Inability to Complete Education or Program

The participant may not complete an education or training program for various reasons. Although not all women face the same problems, chances are that many of the women will encounter some of the problems delineated in the questionaire. When a female head of household participates in an education or training program, she has these obligations: 1) that of a student and 2) that of a mother; 3) that of head of household. These responsibilities are extremely hard for one person to handle adequately. Then adding the burden of being low income makes the handling of these responsibilities even more difficult.

Many factors need to be taken into consideration by program personnel if they are to ensure that the woman does complete the program, and education or job training program.

The following are the responses to the question delineating reasons why a woman might not complete an education or job training program. Items which the respondents strongly agree at least 39%, but not 50% include: 1) physical health problems of the

participant (50%); 2) participant's expense such as child care, transportation not fully covered by the program (38%); 3) lack of quality day care for participant's children (34%); 4) participant experiencing emotional tension due to pressures of being a full time mother, head of household, and sutdent without help (36%). Four items received more than 30% and less than 50% response in the combination of disagree and strongly disagree. The items are: 1) participant lacking proper clothing to meet the public (32%); 2) participant's relatives too demanding of her time and energy (34%); 3) dental problems (38%); 4) participant having to meet with school officials regarding school problems of her children (39%); and 5) inadequate scheduling of the participant's welfare caseworker visitations (41%).

Dropping out of the Program

The participant may drop out of the program for various reasons. The causes of a woman head of household dropping out of a program needs to be anticipated by the program staff in order to make necessary program changes before the participant decides to terminate. The possible answers to the items in this question were: 1) always; 2) most of the time; 3) sometimes; 4) hardly ever; and 5) never. The greatest amount of responses were in the categories most of the time and sometimes. Items which the respondents answered as the causes of the participant dropping out in the category of sometimes with over 50% responses are: 1) the participant's fault (72%); 2) program not meeting the participant's personal career needs (68%); 3) inadequate program supportive services, including counseling (57%); 4) participant having too many problems with her children (69%); 5) participant suffering from nervous tension (66%); 6) inability of the participant to schedule her time to her children's time needs (58%); and 7) inability of participant to adjust to program and failure of counselor to solve this problem (51%). In the most of the time category, two items received over 25%: 1) inadequate supportive services (26%) and 2) inability of participant to adjust to the program's demands and failure of counselors to solve this problem (26%).

Completion of Program

The reasons why the participant will complete the program should be explored. This will give the program staff insight as to the needed direction of the program. The choices to this question are: usually, sometimes, and hardly ever. The respondents seem to feel the most strongly (73%) that a woman usually succeeds if she believes she can complete the program. Other reasons that have majority support as usually contributing to the participant completing the program are: 1) the participant

making up her mind to succeed nc matter what (65%); 2) the participant's belief that the program offers a good opportunity for her to get off of welfare (62%). The areas designated as sometimes assisting in the participant's completing having over 40% responses are: 1) the participant was more intelligent than other women (61%); 2) high quality of program (43%); 3) program having good counseling services (61%); 4) participant working hard, despite counseling services not available to her when needed (55%); 5) participant's older children helped her at home (61%); 6) participant had good child care services for her children (56%); 7) good transportation (57%); 8) participant had no major problems at home (50%); and 9) participant's had children old enough to take care of themselves and care of the younger ones (62%).

Employment Placement

Upon completion of the program, the participant then needs to find employment. Job placement can ensure the success of the program, according to the respondents. Of the respondents 79% think that the program should assist the participant find employment after they have trained her. Yet 8% of the respondents did state that the participant should seek employment by herself.

Follow-Up

The final question in the survey dealt with the concept of the program maintaining contact with the participant after she has completed the program and has a well paying job. A few respondents (4%) state that by then the woman should be on her own. But a near unanimous response (91%) was that the participant should stay in touch with the program until she has adjusted to being a full time working mother and an employed head of household.

SUMMARY AND CONCLUSIONS

This chapter presented data from a national questionaire which was sent to 1100 persons in the area of education and employment of the low income female head of household. The questionaire sought to determine the obstacles facing the low income woman head of household in education and training programs and the critical aspects necessary to make such programs succeed.

Many of the respondents are dissatisfied with current education and training programs for the low income female head of

household. The greatest dissatisfication is expressed by: 1) the small sampling of AFDC recipients; 2) school personnel; 3) and Department of Human Resources personnel. According to 89% of the respondents, the philosophy of an education or training program should not be to place the woman in any type of job, but should be to place her in a well-paying job without creating problems in the participant's family. The objectives of the program should be: 1) to introduce the woman to non-traditional jobs; 2) to train the woman for a well-paying job; and 3) to enhance her self-concept. The program personnel should have the necessary qualifications for the position, but should also gain the confidence and trust of the women in the program. The survey indicates that education and training programs for the low income female head of household need special recruitment efforts. The respondents rank the use of television, radio, and community organizations as the best types of recruitment. Age, lack of a high school diploma, and number of children should not be criteria for excluding participants to a program. Yet the participant should be in good health. The respondents contend that when the woman is obtaining and education or training, the program should be responsible for the mental physical needs of the participant, child care services for her children, and her transportation costs. Regarding program stipends, sixty percent of the respondents think that most women will participate in a program without pay. It is very important that the instructional materials used in an education or training program be: 1) sensitive to the needs of the female and male; 2) be non-stereotypic; and 3) depict the woman as intelligent and capable of learning same type of job as the man. More than half of the respondents consider both the male and the female counselors as sometimes being able to counsel the participant adequately. Yet 49% think the female counselor more effective with the participant most of the time. Of the respondents, 88% regard the background of the counselor not as important as being culturally and linguistically sensitive to the participant. Precipitating conditions that might cause the participant to seek counseling delineated by the respondents as important or very important are conditions dealing with: 1) family and relatives; 2) children; 3) neighborhood and housing; 4) previous employment; 5) welfare, 6) educational attainment; and 7) self-concept. At least 50% of the respondents regard the following potential counseling areas a participant may need: 1) finances; 2) self-concept; 3) setting and adhering to goals; 4) handling people in authority; 5) utilizing institutions which make the participant uncomfortable; and 6) adjustment to full-time responsibilities of employment and responsibilities at home. Causes of not the participant completing the program are delineated as: 1) physical health problems; 2) lack of quality child care for participant's children; 3) participant's expenses not fully covered by the program; and 4) participant experiencing emotional stress due to pressures of being a full-time mother, head of household, and student without any help. According to the

respondents, the participant may drop out of the program most of the time due to: 1) inadequate supportive services; 2) inability of the participant to adjust to the program's demands and failure of the counselors to solve the problem. If the participant completes the program, the response states that it is usually because: 1) the participant makes up her mind to succeed no matter what; and 2) the participant believes that the program offers her a good opportunity for her to get off of welfare. As indicated in the previous chapter by the survey of low income women, the program should assist the participant to find employment and maintain close contact with her until the participant has adjusted to her role as full time working mother and employed head of household.

Educational and job training programs for the low income female head of household have usually failed. As indicated in this chapter and in the previous one, both the low income female head of household and program personnel do want these programs to succeed. Working cooperatively, it is our belief that these programs will achieve the desired goal of having the woman obtain economic independence.

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PART THREE

PREPARATION OF LOW-INCOME WOMEN FOR THE WORKFORCE

The first chapter of this section, by Lupe Anguiano, sets forth the issues of employment as a practical solution to the poverty problems low-income women face. In the second chapter, Ms. Anguiano notes the profligate waste in the administration of current programs for low-income women resulting in meager benefits to the women in comparison to the monies lost through bureaucratic redundancy, duplication, and scattering of resources.

Employment and Low-Income Women

CHAPTER SIX

by

LUPE ANGUIANO

One of the myths which hinders equal participation of women in our country's labor market is the statement that, "the majority of American women are in the home taking care of their family." 1978---United States Department of Labor and Bureau of Labor Statistics and Department of Commerce provide us with the reality or status of American women; for example:

- There are currently about 42 million women (35 million in 1976) in the labor force. Women comprise 49.3 percent of our country's total labor force.
- 58.6 percent are working because they are the sole household providers -- they are either widowed, divorced, separated or single.
- 25 percent are in the labor force because they are married to men who earn less than $10,000 annually. According to a Department of Labor cost of living report - a family of four needs a $10,000 income to purchase bare living essentials. In other words, these women are co-providers.
- 61.4% of women between the ages of 25 to 34 are in the labor force, the majority are mothers with dependent children in the home.

- Fifty-seven percent of all women 18 to 64 -- the usual working ages--were workers in 1977, compared with 88 percent of men. More than 48 percent of all women 16 and over were workers.

- The median ages of women workers is 35 years.

- Fifty-one percent of all women of minority races were in the labor force in 1977 (5.3 million); they accounted for nearly half of all minority workers.

- Forty-four percent of Spanish-origin women were in the labor force in 1977 (1.6 million); they accounted for 39 Percent of all Spanish-origin workers.

- Women accounted for nearly three-fifths of the increase in the civilian labor force in the last decade--12 million women compared with 8 million men.

- More than one-fourth of all women workers held part-time jobs in 1977.

- The more education a woman has, the greater likelihood she will seek paid employment. Among women with 4 or more years of college, about 3 out of 5 were in the labor force in 1977.

- The average woman worker is as well educated as the average man worker; both have completed a median of 12.6 years of schooling.

- The number of working mothers has increased more than tenfold since the period immediately preceding World War II, while the number of working women doubled. Fifty-one percent of all mothers with children under 18 years (15.5 million) were in the labor force in 1977.

- The 5.3 million working mothers with preschool children in 1977 had 6.4 million children under 6. Only 149,000 children 3 to 5 years old were enrolled in licensed day care centers in 1975.[1]

- Women workers are concentrated in low paying dead-end jobs. As a result, the average woman worker earns only about three-fifths of what a man does, even when both work full-time year round. The median wage or salary income of year-round full-time workers in 1976 was lowest for minority women.

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[1] The latest data available on licensed day care centers are for 1975.

White men	$ 14,071
Minority men	10,496
White women	8,285
Minority women	7,825

The median earnings of full-time year-round women private household workers were only $2,570.

- Fully employed women high school graduates (with no college) had less income on the average than fully employed men who had not completed elementary school--$8,377 and $8,891, respectively, in 1976.

- Among all families, nearly 1 out of 7 was headed by a woman in 1977 compared with about 1 out of 10 in 1967; 37 percent of black families were headed by women. Of all women workers, about 1 out of 10 was a family head; about 1 out of 5 minority women workers was a family head.

- Women were 79 percent of all clerical workers in 1977 but only 5 percent of all craft workers; 62 percent of service workers but only 43 percent of professional and technical workers; and 62 percent of retail sales workers but only 22 percent of nonfarm managers and administrators.

- In 1975, the unemployment rate for white males was 7.2 percent, for white females it was 8.6 percent and for minority females it was 14 percent.

What the above data tells us is that two-thirds of American women work for economic reasons. However, the majority, over 75 percent, are concentrated in "dead-end" jobs or jobs that pay the lowest wages. There is a large growing population, particularly minority women who want to and need to work---but are not able to find employment.

Source: 1978---U.S. Department of Commerce, Bureau of the Census; U.S. Department of Health, Education and Welfare; National Center for Social Statistics; U.S. Department of Labor, Bureau of Labor Statistics and Wage and Hour Division, Employment Standards Administration.

Nationwide Low-Income Women's Employment Consultations

The Women's Bureau in the Department of Labor conducted nationwide employment meetings with low-income women between

January and August, 1977, a project I helped to organize and participated in. Through these consultations we discovered that women of low-income, in particular minority women, throughout our Country expressed not only a desire to work, but frustration in not being able to obtain employment.

Women from Rhode Island, New Jersey, Tennessee, Alabama, Texas, Ohio, Nebraska, Colorado, Nevada, Wahsington State and California expressed similar problems which they experienced, though under different circumstances, in obtaining and retaining employment. The problems presented by these women ranged from -- sex discrimination, lack of child care, poor transportation, unavailability of job information, limited employment opportunities, "dead-end" jobs, etc..

Rhode Island

A low-income woman from Rhode Island perhaps best explains the basic problem the majority of women still face today in obtaining employment.

I am one of 18 million women in the labor force today who needs to work, who must work. Yet I've had little preparation and no job training. My training has been how to be cute, how to be coy, how to cry on cue, how to be pretty puff of everything nice, sugar and spice -- that's what little girls are made of. Now I'm a woman, and not thrilled about the type of job I can get with those skills. I ask you, please, give me a trade, permit me to earn an honest wage, to keep me and my children off welfare.

Today in schools all over the country children about fifteen years old are forced to make very big decisions about what they want to do with the rest of their lives. Students see guidance counselors. These counselors are both psychological counselors and career counselors. What adolescent doesn't need a psychological counselor? Granted. But students also need a lot of very big questions answered about the work-a-day world and how to survive and even prosper in it. Career or vocational counseling is sorely needed. Think back for a moment. Do you remember the survival training you got from your guidance counselor? Was it like mine? Go to the nearest college, so you're not far from home, major in Home Economics, at least then you'll be able to keep a clean house. You're apt to be married before you are a junior.

And I felt lucky -- lucky that in two years' time I'd marry and be set for life. I believed my guidance counselor; I didn't need to learn a skill, didn't need to get a job; didn't need to learn about money, cars, about buying a house, etc.

But life, real life, isn't like that at all. In my youth, I foolishly accepted, on faith, the wisdom of my guidance counselor, only to find that I needed those skills...ME AND 18 MILLION OTHER WOMEN IN THE LABOR FORCE TODAY.

Recommendations

Of greatest importance in assisting low-income women resolve their underemployment and unemployment problems are the recommendations the low-income women themselves provided us with. They are:

Washington State

In the State of Washington, the LOW-INCOME WOMEN suggested that women's centers should be set up to assist women and men adjust to the need for women to be employed and to organize adequate child care.

Colorado

Recommendations from the Colorado LOW-INCOME WOMEN CONSULTATIONS WERE:

1. Better utilization of the public school buses in addition to new forms of transportation is vital to working women in the State of Colorado;

2. Vocational training programs including bilingual-bicultural programming which could include child care and transportation;

3. Full service women's resource center; the center should offer inexpensive or free classes in job readiness, assertiveness, discrimination awareness and budgeting;

4. Provisions for employer awareness classes for employers in small business, resorts, and industry as to the needs and capabilities of LOW-INCOME and MINORITY WOMEN, to encourage hiring these women.

Tennessee

Recommendations from Tennessee: LOW-INCOME WOMEN revealed that lack of inexpensive child care, lack of in-town tranportation, political patronage in the CETA Job Program and racial discrimination

are the primary obstacles to employment opportunities for LOW-INCOME WOMEN.

Other problems listed by the women were: sexual harassment; training problems are not geared to existing jobs; low apy; no work benefits available for domestic women workers; lack of information about jobs; medical problems; many private employers will not give jobs to welfare recipients.

Texas

LOW-INCOME WOMEN from Texas: Many of the participants argued that employment opportunities become the focus of welfare reform. The local county attorney workers were described as insensitive to the women. One participant reported that her friend, who was on Aid to Families with Dependent Children (A.F.D.C.), was questioned by the County Attorney's office about how many times she slept with her baby's father -- in front of everyone in the office. The dehumanization of existing A.F.D.C. programs can no longer be tolerated by poor women who have a basic right to dignity and respect.

Kentucky

LOW-INCOME WOMEN from Kentucky emphasized the following as problems which affect their employability and income: "a political patronage system controls CETA and private employment positions."

Lack of child care and inability of existing child care centers to service the needs of the women were cited. Many employers do not pay the women minimum wage or social security benefits. Employers demand job qualifications which women do not have. Training programs do not fit available job markets. Lack of transportation and poor road conditions increase the problem. Good-paying jobs are not open to low-income women. Monies from federal job programs are not reaching low-income people --- too much money is spent on administration and high level salaries. There is unequal pay for equal work done by women. Reasonably priced quality medical care is unavailable. The cost of living is higher in coal areas than in non-coal areas. Job information does not usually reach those needing it the most.

The women felt strongly that the federal government does not understand Appalachia; "Welfare agencies make people feel they are beggars; that coal companies control much of the lives of people." They emphasized that, "it is the working poor who are not eligible for government programs who have the most difficult time economically." The women expressed that it was traditional of mountain men to oppress women. Despite all these problems, the women were emphatic about

women being an important labor source in the mountains. "Women can and do non-traditional work," they pointed out.

Again, women of low-income in particular minority women want to and need to work however, employment policies as they exist hinder her from doing so. Women of low-income particularly minority women do not have the economic base to lobby in the congress for adequate Employment laws A.F.D.C. (Aid to Families with Dependent Children) Welfare, CETA (Comprehensive Employment and Training Act) and WIN (Work Incentive Program) legislation, therefore such laws and policies as being advocated by other groups, even traditional Women's Organizations are inadequate.

CHAPTER SEVEN

THE ADMINISTRATION OF PROGRAMS SERVING LOW-INCOME WOMEN

by

LUPE ANGUIANO

Woman as a dependent is a characteristic deeply rooted in laws and administrative procedures governing programs and institutions that provide services to women, in particular those serving low-income women. Women with children, for example, are legally bound to economic dependence on the husband-father, even though in reality the husband-father may not be able to support the mother-child either because of low-income employment, divorce or separation. The fact that two-thirds of American women in the labor force are providers or co-providers (the family would not be able to survive economically without her wages) is not recognized, or accepted by society-at-large.

My constant analysis of programs serving low-income women demonstrates without a doubt the serious and harmful effects the NOTION OF WOMAN AS A DEPENDENT has had on a woman's life and that of her children.

As an illustration of this fact, I have analyzed thoroughly one of many such programs --- the National A.F.D.C. (Aid to Families with Dependent Children) Welfare Program. I selected A.F.D.C. Welfare, because this program more than others demonstrates the dehumanizing effects of institutionalized sexism or the basic results of the philosophy imbedded in the administrative procedures governing programs which serve Women of low-income.

The A.F.D.C. Welfare Program

A public opinion poll, if taken, to measure the most unpopular social issue would undoubtedly show that Welfare is among the top six, if not number one.

In my nationwide travels discussing Welfare Reform policy, I have found that there is generally a consensus, interestingly even from Welfare recipients and in particular women themselves, that

our country's Welfare system is beyond reform and perhaps an impossible task.

The major problem with our country's current Welfare system can be narrowed to three items:

1. Administrative costs vs. benefits---Administrative costs by far exceed service benefits given the poor, as high as 75% in some programs.

2. Creation of dependency---Welfare creates a poverty cycle which traps the majority of women household heads into a state of economic and psychological dependency.

3. Lacking in Work Incentives---Welfare does not reward women for working, it rather punishes them.

I'd like to expound on these three items a little more.

Administrative costs vs. benefits

A study (unpublished) of one state's A.F.D.C. (Aid to Families with Dependent Children) Welfare program indicated that $15,000.00 is spent annually per A.F.D.C. family of four (96 percent of that States families on A.F.D.C. are headed by women) to provide only $3,600.00 in money and services. What this means is that 70 to 75 percent of A.F.D.C. monies are absorbed in administrative costs, while only 30 to 25 percent are used for actual benefits or actual service expenses. Program examination or a search for the reasons is that program administrative procedures are duplicated, another is that different Federal Agencies provide different services to the one same client; for example, programs serving A.F.D.C. recipients are administered by four different Federal agencies which in turn have their individual regional, state and local offices and staffs. For example:

1. U.S. Department of Health, Education and Welfare administers (through the national, regional, state and local offices):

   --A.F.D.C. financial assistance
   --Medicaid

2. U.S. Department of Agriculture administers:

   --Food Stamp Program
   --WIC's Program

3. U.S. Department of Labor administers:

--Work Incentive Program (WIN)
--Comprehensive Employment and Training Act (CETA)

4. U.S. Department of Housing and Urban Development

--Public Housing
--Rent subsidy programs

The problem of duplication and overlapping of programs is a serious one. Each program designs its own Federal, State and Local staffs, each has its own reporting and investigative mechanisms, again amounting to spending 70 to 75 percent in administrative expenses compared to 30 to 25 percent in actual service benefits. Some Department of Health, Education and Welfare officials have argued with me that only 19 percent is actually spent on Administrative cost---they reach the 19 percent figure by crediting or raising the price of the benefits given to the recipient. For example, a $36.00 Public Housing apartment should actually be, according to them, $170.00. As I see it, $36.00 is a fair price for ghetto housing.

Creation of Dependency

Perhaps the most serious effect of our current Welfare system is that it creates dependency among (young) women and other poor people. In other words, the focus of public assistance is not to lead a client toward economic independence, but rather to provide meager assistance in such a manner that it does not help poor persons, psychologically or economically, to move out of poverty.

The Food Stamp program, for example, is based on the premise that women and other poor people must be regulated to buy food. We spend millions and millions of dollars in administration regulating or assuring that women and other poor people buy food. Then in order to obtain food stamps they must spend hours and hours filling out forms, being interviewed, and then standing in long lines to obtain that meager assistance. This process not only creates dependency it also dehumanizes women and poor people. It would be less expensive, more humand and better for the poor, if the monies spent on food stamps were instead given to them in form of cash assistance.

The persons most damaged by the Dependency Welfare programs created are women heads of family receiving A.F.D.C. (Aid to Families with Dependent Children) Welfare assistance.

Ninety percent of all families on A.F.D.C. are headed by women. Almost fifty percent of them are young, healthy, and intelligent women who desire to work, who want to be self-supporting. However, instead of helping these women to be family provider by helping them to enter the labor market, the A.F.D.C. program assures dependency on Welfare by providing meager financial assistance (60 to 65 percent of the poverty income). This meager income for her and her children traps a young, able woman into a cycle of poverty---a cycle from which many never break away.

THE SOLUTION TO RESOLVING THE MANY A.F.D.C. PROGRAM PROBLEMS IS BASICALLY TO ASSIST WOMEN HEADS OF A FAMILY BECOME ECONOMICALLY SELF-SUFFICIENT SO THAT THEY MAY BE ABLE TO SUPPORT THEIR FAMILIES WITH DIGNITY AND RESPECT. IN OTHER WORDS, I THINK IT HAS BEEN A MISTAKE TO FOCUS A NATIONAL PROGRAM ON PROVIDING SERVICES TO CHILDREN WHILE IGNORING THE ECONOMIC STABILITY, THROUGH EMPLOYMENT OPPORTUNITIES, OF THE FAMILY HEAD WHO SHOULD BE THE FAMILY PROVIDER.

Lacking in Work Incentives

Persons who are able to work, many who have a sincere desire to work are not asisted by the current welfare system to enter the labor force.

If a person receiving Welfare enters the labor market, immediately the cost of food stamps, rent and other welfare services are raised, and the Welfare cash benefit drop. For example, Maria Torres was determined to remove herself from public assistance or A.F.D.C. Welfare. She obtained a job which paid her $2.65 an hour. Three days after Maria started working, she was notified that her rent (in public housing courts) would be increased from $56.00 a month to $136.00; her food stamps rose, and she lost her regular welfare income. Maria, who had never worked outside her home before, had never received a check, was so frightened that she quit her job. Her efforts to explain her financial situtation to the many Social Workers from the different Welfare Agencies did not alter the situation. The result of A.F.D.C. Welfare laws is not to assist women heads of families to become self-supporting or to obtain and retain employment, but rather to provide complicated services and a meager income that will in turn lock her family into a cycle of poverty.

I'd like to elaborate on a few of the many personal experiences I've had living, working with, and assisting women heads of households on A.F.D.C. to become self-supporting.

Six years ago, I started a Welfare Reform Project by living in the San Antonio, (Texas) Housing Projects with families headed

by Mexican-American women on A.F.D.C.. The first pinch of poverty I experienced was running out of food after the third week of the month. (In Texas a woman with a family of four on A.F.D.C. receives $140.00 each month).

I often accompanied the women on a visit to the doctor, to a food stamp office or a visit to the Department of Public Welfare. Finding transportation was the first problem. Having very little or no money, but trying to find a baby sitter to stay with the younger children or having someone stay at home to wait for the children when they came home from school was another problem. Waiting in line in the welfare office or the doctor's office, or the food stamp line was another problem. Trying to deal with attorneys who insisted that the women should know where the father of her children lived, and the woman fearing a beating by the husband if she did tell where he could be found (even if she knew) was another problem.

When the women could not find or pay for a baby sitter, they would be forced to take the children with them (this was the case most of the time)--and then put up with the restlessness and crying of the children, which was both embarrassing and taxing on the nerves. To top it all, the hostile attitude or hostile treatment which the women received from employees in the different offices or agencies was exasperating, to say the least. Yes, being on Welfare is a full-time job.

I FOUND THAT WOMEN UNDER THESE CONDITIONS WERE FORCED TO SUPPRESS NORMAL AGGRESSIVE AND INTELLIGENT BEHAVIOR IN ORDER TO REMAIN <u>SANE</u> AND TO RECEIVE THE BENEFITS OR SERVICES.

In my six months living in the San Antonio Housing Projects, <u>I witnessed six suicide attempts</u>. You might be interested in knowing that almost all of the suicide attempts had at the core another disappointment - a personal love relationship that the women had anticipated would have helped them and their children find "ECONOMIC SECURITY" or a way out of poverty, and instead they found themselves heartbroken, pregnant, and emotionally abused.

WOMEN ON WELFARE (POVERTY) ARE AT AN EXTREME DISADVANTAGE TO ENTER A SOUNG, GOOD MARRIAGE BECAUSE OF THEIR ECONOMIC CONDITION -- WHO WANTS TO MARRY AN ECONOMIC PROBLEM?

In the summertime, the apartments were so hot that the family would remain outdoors and not go to bed until 1:00 or 2:00 a.m. when it started to get cooler. Then they and the children sleep late and are termed shiftless. In the winter, we would pile blankets, coats, etc., to keep ourselves warm because the one heater and the heat from the stove's oven did not suffice to keep the apartment warm.

A poverty income traps a woman and her family in a poverty cycle, a living condition that as a general rule causes great physical, psychological and many times, moral damage not only to the women, but also to their children. Healing this damage is very costly and sometimes impossible. I found that women have few options open to them in their struggle out of poverty. I was forced to move out of the housing projects because I came down with rheumatic fever. I had an option to move -- the women have none.

As we discussed solutions to these many problems, the women would express more criticisms of the existing welfare system than does the public at large. To them the welfare system is beyond repair -- the only solution they found was to find a way out of welfare.

PERHAPS NO OTHER PROGRAM SO CLEARLY EXEMPLIFIES

THE DEEP ROOTED HARMFUL AND DEHUMANIZING EFFECTS

OF INSTITUTIONALIZED SEXISM AS DOES THE CURRENT

A.F.D.C. WELFARE PROGRAM.

GET OFF WELFARE CAMPAIGN

The women announced a "Get Off Welfare Campaign", and our first program effort was to find employment for the women. I did an assessment of the talents and skills which the women possessed. I found that they had many talents and skills which they were using as volunteer workers; for example, raising money for the church (organizing all the carnivals); they were excellent volunteer teacher aides, helping teachers in the classroom and playground; they were all great social workers, helping many families in the housing projects -- they had excellent referral lists. Why shouldn't they get paid for these services?

Scholarship assistance was given to the women by the San Antonio Kiwanis Club to help them attend a San Antonio Junior College "Cash Register" course. Thirty-eight women registered for the course. All but two members graduated with honors and perfect attendance. The teachers were suprised at what they

called the high motivation of the women. In response to their question of what we had done, we told them we had simply provided transportation and helped arrange child care. Other women learned to type and drive a care. In all, we helped 500 women find their way off the welfare rolls.

About 300 women completed a Nurses' Aide program. The motivation gained by successfully completing these courses had a major impact on the attitudes of the women.

THIS MOTIVATION SHOULD HAVE BEEN USED TO URGE THE WOMEN TO HIGHER EDUCATIONAL ACHIEVEMENT THROUGH PART-WORK, PART-STUDY AND PARTIAL WELFARE ASSISTANCE AND MEDICAL SERVICES.

Instead, we allowed them to get a job. I have examined the status of the women in the Nurses' Aide Jobs and I found that they are no better off economically than when they were on welfare. The women are paid minimum wages -- $2.10 to $2.30 an hour. Their salary does not cover the cost of tranportation to and from work or for necessary child care and medical expenses (which many times are as high as food bills). As a result, I found women were leaving their children alone at home at night, since many of the women were given night shifts. Still the women remained in these jobs -- why? -- they felt freer, more productive and less oppressed than when they were on welfare.

Perhaps the most serious outcome of this situation is that the women are not able to improve their employment skills because they are faced with bare survival wages which trap them in the poverty cycle, a condition which does not allow them mobility or resources to improve their economic status. I cannot describe the extreme frustration of this experience.

Some of the women and I also ventured into a Restaurant Project. With the assistance of the Office of Minority Business Enterprise and the City of San Antonio, the women acutally opened a small restaurant. But once again we were faced with the welfare catch:

IF THE WOMEN EARN OVER $140 OR $160 (DEPENDING ON THE SIZE OF THEIR FAMILY), THEY FOUND THEMSELVES INELIGIBLE FOR WELFARE. AND IF THEY WERE FACED WITH ANY SIZABLE FOOD, CLOTHING OR MEDICAL BILL, THEY FOUND THEY COULD NOT EARN ENOUGH TO PAY THOSE BILLS AND WENT BACK ON WELFARE.

The restaurant closed its doors, and some highly motivated women experienced another unsuccessful effort to gain economic independence.

After all these set backs--many other would have quit and said "IT IS A HOPELESS EFFORT." Well, they did not quit. We decided to investigate and see if existing Federal employment programs would assist the women.

FEDERAL EMPLOYMENT PROGRAMS

First, we checked into the work incentive program (WIN), a program created specifically to assist A.F.D.C. families obtain employment. We found that jobs obtained through the WIN program were, for the most part, service jobs which pay an average of $2.10 to $2.30 an hour, jobs the women could obtain without the help of WIN. Again, these salaries do not provide sufficient income to support a family of three or four, the average size of a family headed by a woman.

WE HAD GREAT DIFFICULTY HELPING JOB DEVELOPERS SEE THAT CHILDREN RAISED BY WOMEN HAVE THE SAME NEEDS AS THOSE RAISED BY MEN. THAT WOMEN HAVE TO PAY THE SAME PRICES THAT MEN DO FOR THE NECESSITIES OF LIFE.

We found that 86% of the WIN program administrators were retired military men who had little or no training in dealing with women heads of households. They would spend more time with the business community seeking job openings than they did preparing the women for adequate employment. I had great difficulty discussing with them the necessity of training women for non-traditional jobs, for example.

Many of the women rightfully complained that the WIN program, which is designed specifically to help A.F.D.C. welfare recipients (90% women) find employment, helps the employer more. WIN subsidizes employers 75% to 100% of wages paid to WIN participants. Yet only permanent employment, while 89% fail to do so.

We also tried to open the doors of CETA (Comprehensive Employment and Training Act) programs to women. CETA sponsors do not encourage women to fill their manpower slots. Why?

Because, they said, "women with a family are so unreliable." They claim that "hiring women would weaken their program."

The Solution is Comprehensive Welfare Reform

Many years of serious thought, consideration, and evaluation of effective Welfare Reform measures has taken place. One of the early (1972) innovative Welfare Reform proposals was promoted by now Senator Daniel P. Moynihan, then working for the Nixon administration in the White House Domestic staff. The proposal, called the Family Assistance Plan, or H.R. 1, presented and passed both House and Senate Committee hearings in the 92nd Congress.[1] Then, Health, Education and Welfare Secretary Elliott Richardson termed H.R. 1 as "revolutionary and expensive".[2]

The major provisions in H.R. 1 were a guaranteed annual income for all Americans; single parents with children over 6 years of age would be required to work; a job would be guaranteed by the Federal Government to those in the required to work category; a supplemental wage and earned income tax credit would also be provided. The Bill was defeated in the floor of Congress because the Bill was too expensive for some and for others the cash benefits were too low.

In 1974--Michael C. Barth, George J. Carcogno and John L. Palmer, through the Institute for Research on Poverty--University of Wisconsin-Madison again examined the major Welfare Policies embodied in H.R. 1 through their book "Toward an Effective Income Support System: Problems, Prospects and Choices." This book offers a great deal of foresight, wisdom and Welfare Reform innovation.

President Carter made Welfare Reform a major campaign promise, and after his election he asked Secretary of Health, Education and Welfare, Joseph P. Califano to undertake the gigantic job of developing a Carter Welfare Reform proposal. Some of the best minds in the country were brought together to develop the plan--persons from the Brookings Institute, such as Dr. Henry Aaron who became Assistant Secretary for Planning and Evaluation and Michael C. Barth from Department of Health, Education and Welfare led the team within the Department of Health, Education and Welfare.

Because of my six and more years experience working in the area of Welfare Reform, I was asked by the National Women's Political Caucus to chair their National Welfare Reform Task Force. I found myself working closely with President Carter's staff advocating Comprehensive Welfare Reform. I feel proud

to have played a significant part in the Welfare Reform proposal and to have contributed to the changes made by the 95th Congress' Welfare Reform subcommittee to improve and strengthen the President's proposal.

President Carter announced his Welfare Reform proposal on August 6, 1977. He stated:

> "As I pledged during my campaign for the Presidency I am asking the Congress to abolish our existing welfare system, and replace it with a job-oriented program for those able to work and a simplified, uniform, equitable cash assistance program for those in need who are unable to work by virtue of disability, age or family circumstance. The program for Better Jobs and Income I am proposing will transform the manner in which the Federal government deals with the income needs of the poor, and begin to break the welfare cycle."
>
> "The program I propose will provide:
>
> -- Job opportunities for those who need work.
>
> -- A work benefit for those who work but whose incomes are inadequate to support their families.
>
> -- Income Support for those able to work part-time or those who are unable to work due to age, physical disability or the need to care for children six years of age or younger."[3]

The Carter Welfare Reform proposal addresses and does present measures to resolve the key or major problems in our country's current welfare system, it hits at the heart of cost vs. benefit, dependency and work incentives.

The Honorable James Corman, U.S. Representative from California became chairman of the House Welfare Reform subcommittee; he introduced the administration's proposal as H. R. 9030. The proposal was greatly improved by the subcommittee through its hearings process in which many citizens including myself[4] expressed many suggestions for innovative changes, that did in fact strengthen the Bill. It became H.R. 10950.

I believe key Welfare problem areas in our current Welfare system are resolved in H.R. 10950 through the following measures:

A. <u>Cost vs. Benefit Problem</u>:

A National Income Policy would be created---

The proposal would create a single and uniform CASH ASSISTANCE PROGRAM for poor persons in the "not required to work" category (elderly, handicapped, blind, disabled, abandoned children and single parents with children below age 6).

- The proposal would provide for universal coverage based on economic need and would establish nationally uniform eligibility rules.

- A.F.D.C. (Aid to Families with Dependent Children), food stamps, and the S.S.I. program would be phased out; monies from these programs would be utilized in the cash assistance program.

- The cash assistance income would be 65% of the poverty level; States would receive incentives to raise the income to the national poverty line.

- Federal annual benefit income for NOT required to work:

  a. Single parent family of 4 $4,200
  b. Aged, blind or disabled person $2,500
  c. Aged, blind or disabled couple $3,750

B. Dependency and Work Incentive Problem:

THE BETTER JOBS PROGRAMS WOULD ENABLE PERSONS TO WORK AND BECOME ECONOMICALLY INDEPENDENT

- H.S. 10950 would assist poor persons who are able to work find and retain employment. Persons in the "required to work" category would be single parents with children over 6 years of age; two parent families; individuals and childless couples.

- Private Sector employment is the focus of the "Better Jobs Program" for persons needing public assistance and those who are in the required to work category. The major incentives for Private Sector employment are provided in the bill.

  a. A supplemental income would be provided to the family provider who is working on a minimum wage Private Sector job and also a Public Service job.

  b. Private Sector workers, eligible for Public Assistance, would also receive an additional earning incentive through an Earned Income Tax Credit provision.

- A Public Service Jobs Program would be created to assist those not able to obtain Private Sector jobs.

- The bill provides for coverage of expenses resulting from job activities (transportation, child care).

- Participation in approved training program satisfies the work requirement.

- Jobs are specifically targeted for families with children.

Child Care --- (Major Working Women's Issue)

The bill provides that single parent families with children under 14 may deduct child care costs up to $150 for one child, $300 for two or more children from earned income.

Five percent (5%) of the funding for the administration of the jobs program would be available to CETA Prime Sponsors to pay for child care.

Example Cases---Better Jobs Program

1. BASIC MINIMUM INCOME

The annual income level for single parent families who are not required to work is $3,000.00 for a family with one child and $4,800.00 for a family with four children. The annual income for families required to work with full-time worker is as follows: (NOTE: all figures include the basic Federal income floor and do not include state supplementation).

4 person family (mother, father and 2 children) - with private sector job:

$5,512	wages (min. wage $2.65/hour)
1,444	wage supplement
425	Earned Income Tax Credit (EITC)
$7,381	

4 person family (mother, father and 2 children) with a public service job:

$5,512	wages (min. $2.65/hour
1,442	wage supplement
$6,956	

4 person family (mother, 3 children all over 6 years of age) mother expected to work full-time:

a) Private job - same as in example 1
b) Public job - same as in example 2

4 person family (mother, 3 children one under 6 years of age) mother not expected to work receives $4,200---$4,800 if 4 children.

2. EARNED INCOME TAX CREDIT--APPLICABLE FOR PRIVATE SECTOR EMPLOYMENT ONLY

The Earned Income Tax Credit is available to taxpayers who provide more than half the support of any child or disabled individual and who meet certain other specified conditions. The credit is computed as follows: 12% of earned income up the credit base which is $3,000 for a family of 2; $3,600 for a family of 3; $4,200 for a family of 4. The base continues to increase by $600 for each additional family member up to a maximum of $6,000. The credit would phase out at a rate of 6% when a family's adjusted gross income exceeded these amounts.

Example 1:

Family of 3 earned income = $3,600

1. 12% x 3,000 = 360

2. 3600
   -3000
   600

3. 6% x 600 = 36

4. 360 - 36 = $324 EITC

Example 2:

Family of 4 earned income = $3,600

12% x 3600 = $432
EITC = $$32

Example 3:

Family of 4 earned income = $4,300

1. 12% x 3600 = $432
2. 4300 - 3600 = $700
3. 6% x 600 = 36
4. 432 - 36 = $396 EITC

OTHER ADVANTAGEOUS PROVISIONS PROVIDED BY H.R. 10950.

1) Covers singles and childless couples not previously covered by Federal or State Welfare programs will be eligible for assistance.

2) No reduction for shared household if both units eligible for aid. Reduction of $66.67 monthly if shared with an eligible unit.

3) 27 States do not have A.F.D.C. Unemployed Fathers programs (U.F. program). H.R. 10950 would enable states to create such programs.

4) Eliminated 100 hour work rule.

5) All benefits in cash.

6) Uniform Federal rules, application procedure; uniform needs and assets test - BETTER ADMINISTRATION.

7) Hearing and apppeals rights - standards of promptness; privacy safeguards.

8) Child not penalized if stepparent doesn't provide support.

9) JOBS - mothers with children under 7 not required to work. Also not required to work if child needs special care. If children 7-14 years must work part-time during school hours.

10) Jobs must be at least minimum wage; will be adjusted to reflect average area wage rates. Average must be $7,700; maximum $9,600 (can be increeased by 10%). Job must pay equal pay for equal work. Must be non-discriminatory and provide equal employment opportunity - reimbursement for reasonable job search expenses.

Perhaps the most innovative and important aspect in H.R. 10950 is the SUPPLEMENTAL INCOME---and the EARNED INCOME TAX CREDIT provision both encourage Private Sector Employment which is key to resolving not only Welfare problems but also a major part of our country's unemployment problems. These two provisions would make a major impact on enabling women who are family heads (many who are now on Welfare) to work---primarily because the supplemental income would increase their earning power. The majority of women (80%) work for minimum wages, it is difficult to support a family of four on a minimum wage job.

Texas Welfare Reform Proposal
(An experience with program staff)

Staff competence, adequate staff training, and positive work experience working with low-income women play a major role in the succes or failure of any project. A good program idea without adequately trained staff to implement the program - can turn into program failure and a waste of taxpayers money. A Texas experience perhaps can best demonstrate the seriousness of this problem.

In 1974, I started to do some ground work for A.F.D.C. Welfare Reform Legislation in the state of Texas. The experience obtained from the San Antonio housing projects and the nationwide consultations with low-income women through the Women's Bureau project gave me a good knowledge base for welfare reform legislation. I felt it would be a good idea to base the legislation on the creation of one or two A.F.D.C. education and employment welfare reform models that would focus on assisting women heads of families become self-supporting.

I thought it would be a good idea to also focus the legislation or model project on obtaining institutional change. It is difficult to change bureaucracies, so I thought giving administrative responsibility for the implementation of a creative model project idea would help the Texas Department of Human Resources respond in a creative manner - then experiencing success in the new approaches under its own jurisdiction - institutional change would follow.

I sought and obtained the support of the Texas Women's Political Caucus---of which I am a member---to indeed carry out this legislative project. The Caucus, with great enthusiasm and support, endorsed the idea as a Texas Caucus priority effort and our lobbyists and I immediately started to lay the ground work for our welfare reform model projects.

I ended up writing the legislation myself--the legislation is in the following page entitled "A.F.D.C. Education and Employment Act - H.B. 1755."

State Representative Irma Rangel, the first Texas Mexican-American state elected legislator introduced the legislation as her priority legislation. After a great deal of work it passed the Texas legislature and was signed by Governor Dolph Briscoe, June 15, 1977.

Our problem started soon after the Bill was signed. The Department of Human Resources was due to run out of money for a

pet project called Project PACE, a career-education program for welfare recipients involving Texas junior colleges. The director of Project PACE was asked to become the director of our A.F.D.C. Education and Employment Act. Rather than starting to develop and organize the innovative model project, he and his staff started to implement Project PACE. Our project was also used to seek federal monies to develop a "Family Independence Plan," Texas Welfare Reform. The "Family Independence Plan" is a recycling of the same existing welfare programs, which I believe, continue to keep women as dependents.

I was hired as a consultant by the Department of Human Resources (D.H.R.) to assist in the implementation of the Texas A.F.D.C. Education and Employment Act. I have never worked so hard in my life---trying to get the legislation; we worked so hard to pass---trying to correct the work of fifteen or more state civil service employees.

Our battle is with state civil servants who bring with them years of experience working with welfare as it now exists, with all its notions of dependency, sexism and many times racism.

I felt weary, exasperated and disillusioned with the inability and insensitivity of institutions to respond to the needs of poor women, with their inability to assist women to become economically self-supporting. Is it impossible? I hope not. I resigned the consultantship with the Department of Human Resources; it was an impossible situation. The lesson I learned from this experience is that welfare departments are not able to cope with employment---the notion of becoming self-supporting. Perhaps this is so because Departments of Human Resources are for the most part social workers. Social workers are trained to be counselors; their approach is clinical and academic in their efforts to resolve problems of the poor. I believe if poor people had a job they would have an opportunity to buy counseling services--if they needed such---then they would control the type of services given them.

Texas A.F.D.C. Education and Employment Act

H.B. - 1755

A BILL TO BE ENTITLED AN ACT

relating to educational opportunities and assistance in obtaining employment for persons receiving certain public assistance.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. SHORT TITLE. This Act may be cited as the A.F.D.C. Education and Employment Act.

Section 2. FINDINGS AND PURPOSES. The legislature finds and declares as follows:

(1) There are more than 90,000 households receiving assistance through the A.F.D.C. program. More than nine of the ten (96%) A.F.D.C. households are headed by women. The State of Texas spends more than substantial funds in providing approximately $3,600 annually in assistance and services, which include: financial grants, food stamps, day care, medical services, and administrative overhead. Past efforts directed at assisting A.F.D.C. heads of families to be economically self-sufficient have had limited effect in reducing the welfare rolls.

(2) A.F.D.C. caretakers have many handicaps when entering the job market. Lacking marketable skills, they are relegated to low-paying jobs. Thus, there is often an economic disincentive to go to work. The vast majority of A.F.D.C. caretakers are unable to earn enough income to offset child-care and transportation expenses. Because of sexual and racial discrimination, job availability is limited to a narrow range of career choices, many of which do not offer as much as the federally established minimum wage. A majority of A.F.D.C. caretakers have not attained an adequate education. Chances of effective employment are reduced.

(3) a viable solution is a Texas A.F.D.C. Employment and Education Pilot Project established by this Act. This pilot project will provide the necessary experience and basis to give new direction to Texas and national A.F.D.C. welfare policies. It is the intention of this legislation to provide assistance from postsecondary vocational training institutions, community colleges, universities, C.E.T.A. (the federal Comprehensive Employment and Training Act), skills centers, industry, on-the-job training, and other related employment, education, and social service agencies.

Section 3. A.F.D.C. EDUCATION AND EMPLOYMENT PILOT PROJECT.

(a) The A.F.D.C. Education and Employment Pilot Project is established. The pilot project is administered by the State Department of Public Welfare, and the department shall adopt the rules necessary for its implementation consistent with this Act.

(b) The purpose of the pilot project is to develop an

effective means of assisting and encouraging persons who are receiving A.F.D.C. assistance to become self-sufficient members of society by providing them with vocational and general educational opportunities and with assistance in obtaining and retaining employment. In this Act, "A.F.D.C." means aid to families with dependent children authorized under The Public Welfare Act of 1941, as amended (Article 695c, Vernon's Texas Civil Statutes).

(b) The pilot project is financed with state money, to the extent provided by legislative appropriation, and with any federal money obtained for the purpose. The department may also accept private grants and donations for the pilot project.

(d) To qualify for participation in the pilot project, a person must be eligible to receive A.F.D.C. assistance from the department.

Section 4. EDUCATION COMPONENT.

(a) As a component of the pilot project, the department shall develop an education program designed to provide occupational and general education for persons participating in the pilot project, using, to the extent practicable, community colleges, colleges, universities, and other educational institutions in this state that elect to participate in the education program. Participation of an educational institution in the education program is subject to the approval of the department. The department shall consult with participating education institutions in developing curricula for the education program.

(b) The department may reimburse participating educational institutions for all or any part of the costs of providing educational services under the program established by this section.

(c) In developing the education program, the department shall emphasize training in skills or trades that offer the opportunity for earning power in excess of the federal minimum wage, as illustrated by, but not limited to, welding, carpentry, electronics, data processing, paraprofessional work, and machinist trades.

Section 5. EMPLOYMENT COMPONENT.

(a) As a component of the pilot project, the department, after consultation with the Texas Employment Commission, shall develop an employment program designed to assist persons participating in the pilot project in obtaining and retaining employment and to provide them with on-the-job training.

(b) The department shall establish a number of pilot sites in both rural and urban areas of the state to administer the program on a local level. The department may contract with private non-profit corporations to administer the site offices.

(c) The site offices may contract with employers, prospective employers, or labor unions to provide on-the-job training or apprenticeships for project participants. In placing project participants in positions in which they receive on-the-job training, the site offices shall emphasize training in the kind of skills and trades specified in Section 4(c) of this Act.

(d) The site offices may contract or enter into cooperative agreements with other publicly financed employment programs to provide job placement services.

(e) In staffing the site offices, the department or non-profit corporation shall employ, to the greatest extent practicable, persons who are eligible to receive A.F.D.C. assistance from the department and who have the knowledge and experience required for the positions.

(f) Each site office shall attempt to place each project participant in employment commensurate with his ability, training, and experience.

Section 6. WELFARE SERVICES CONTINUED. Within any limitations imposed under federal law, child care, health services, transportation, and other welfare services to which a person was entitled at the time he became a participant in the pilot project are continued after he obtains employment for the period of time and to the extent the department determines necessary to allow the person to adjust to the demands of a self-sufficient life. The department by rule shall establish standards for determining when and to what extent the services are discontinued.

Section 7. ADVISORY COMMITTEE.

(a) The Commissioner of Public Welfare, with approval of the State Board of Public Welfare, shall appoint eight persons to serve as members of an advisory committee for the pilot project. Vacancies on the advisory committee are filled in the same manner.

(b) In making the appointments to the advisory committee, the commissioner shall give consideration to the ethnic and sexual makeup of the state in an effort to achieve fair rep-

resentation and shall attempt to appoint at least one person from business, labor, local government, and the general rule.

(c) Advisory committee members serve for the duration of the pilot project and receive no compensation.

(d) The advisory committee shall elect a chairman from among its members. The commissioner shall designate one member to serve as chairman until the committee elects a chairman. The committee meets at the call of the chairman at the place specified in the call.

(e) Each member of the advisory committee is entitled to reimbursement for actual and necessary traveling and lodging expenses incurred in attending meetings of the committee.

(f) The advisory committee shall monitor and evaluate the pilot project and report to the department in the manner prescribed by department rule. The committee may include recommendations in its report.

(g) The department shall provide technical and administrative assistance to the advisory committee.

Section 8. ANNUAL REPORT. The department shall prepare an annual report evaluating the pilot project.

Section 9. EXPIRATION. This Act expires August 31, 1983.

Section 10. EMERGENCY. The importance of this legislation and the crowded condition of the calendars in both houses create an emergency and an imperative public necessity that the constitutional rule requiring bills to be read on three several days in each house be suspended, and this rule is hereby suspended, and that this Act take effect and be in force from and after its passage, and it is so enacted.

This was a good Welfare Reform idea which was mismanaged by good people who basically do not know how to help women become economically independent and who also do not really want to see the Welfare system changed.

A COMMUNITY WELFARE REFORM PROGRAMS MODEL

I have discovered that if women want to see program changes, they will have to find a manner of demonstrating HOW SUCH PROGRAMS SHOULD OPERATE.

In September 23, 1977, I called together eleven women (Black, Chicana, White, Native American) and together we organized the National Women's Program Development, Incorporated (NWPD) as a non-profit corporation. The purpose of NWPD was to organize and develop innovative programs that will assist women to improve their economic, educational, family and social lives. The young corporation will seek to develop model projects that can be duplicated nationally, with emphasis on programs that will help low-income and minority women and their families.

Low-Income Women's Employment Model

Thanks to Alexis Herman, Director of the Women's Bureau, U. S. Department of Labor, the National Women's Program Development received its first year's funding to administer a model project for women heads of families on A.F.D.C. helping them to obtain and retain employment. The corporation will work with low-income women each month in a specialized pre-employment training program that will help the women obtain better jobs.

PROGRAM OBJECTIVES

1. To develop a low-income women's employment model program for women who are able to work;

2. To assist low-income women through supportive and individualized job preparation training to become economically self-sufficient;

3. To work with employers in assisting them to absorb a new flow of women workers.

PREPARATION FOR EMPLOYMENT

The National Women's Program Development staff selects 15 low-income women each month and provides each with a month-long supportive training course with emphasis on the following:

1. Realistic expectations of employment;

2. Career guidance with group interaction in relation to life planning;

3. Emphasis is placed in placing women into jobs or training for jobs in non-traditional areas.

4. Utilization of existing community resources and other supportive agencies, including child care;

5. Skills assessment and self-evaluation;

6. Peer and group support.

SMALL INCENTIVE:

Recognizing the low income level of prospective trainees, N.W.P.D. has allocated incentive for purposes of providing each of the trainees with a minimal fund for purchase of suitable articles of clothing for pre-employment training wear. The staff, many of whom have been in former welfare related situations will also assist the trainees in organization of life-style demands of regular employment.

Low-Income Women's Employment Program Process

1. OUTREACH - Women who have a great economic need and who also have a chance of succeeding in the working world. Outreach aspects also include transportation and child care arrangements.

2. JOB PREPARATION - Assessment of skills and self-evaluation, aptitude and attitudinal evaluation.

3. EMPLOYMENT READINESS CLASSES - Through staff and augmented by workshop specialists and special consultants, intense training will be provided in the following areas:

   a. Self-confidence --- Emphasis on assertiveness training.

   b. Career Options --- Role models and films to acquaint trainees with range of employment possibilities.

   c. Nontraditional Job Orientation.

   d. Personal Appearance and health.

JOB/SKILLS TRAINING

Each trainee is assigned by Job Developer to one of the following:

a. Job --- with primary emphasis on placement in Private Sector and nontraditional employment, paying higher than minimum wages.

b. Training programs --- Working with existing Private Sector training programs for placement of trainees with demonstrated aptitude in certain professional fields for available training programs.

c. CETA --- (Comprehensive Education and Training Act) --- when individual evaluation indicates further skill development is necessary before entry into job market.

COUNSELING-MONITORING

Follow-up services to trainees after placement on jobs or in training programs to provide advice and support in adjusting to new environment and in resolving difficulties.

EVALUATION

Performance of trainees while in job-readiness phase and after placement is evaluated, step-by-step.

Footnotes

[1]Social Security Ammendments of 1972, Report of the Committee on Finance, United States Senate, H.R. 1.

[2]ibid. page 1285.

[3]Office of the White House Press Secretary - August 6, 1977.

[4]Lupe Anguiano Testimony National Women's Political Caucus. U.S. Congress. Administration's Welfare Reform Proposal. Joint Hearings before the Welfare Reform subcommittee of the Committee on Agriculture, Committee on Education and Labor, Committee on Ways and Means, U.S. House of Representatives. 95th Congress. September 19, 20, and 21, 1977.

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